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The Great Plains School District Organization Project, approved by the State Boards of Education in Iowa, Missouri, Nebraska, and South Dakota and financed by the Elementary and Secondary Education Act of 1965, had two objectives: (1) To strengthen the State Departments of Education, and (2) to seek ways and means of strengthening the Departments by improving school district organization. This report presents the findings and recommendations resulting from the 2-year study. The information for the report came from position papers prepared for the Project staff, from a review of the literature concerning school district organization, and from comments and suggestions received from legislative, lay, and professional personnel in attendance at two four-State conferences on school district organization. Fourteen organizational guidelines resulted from the study. (HW)

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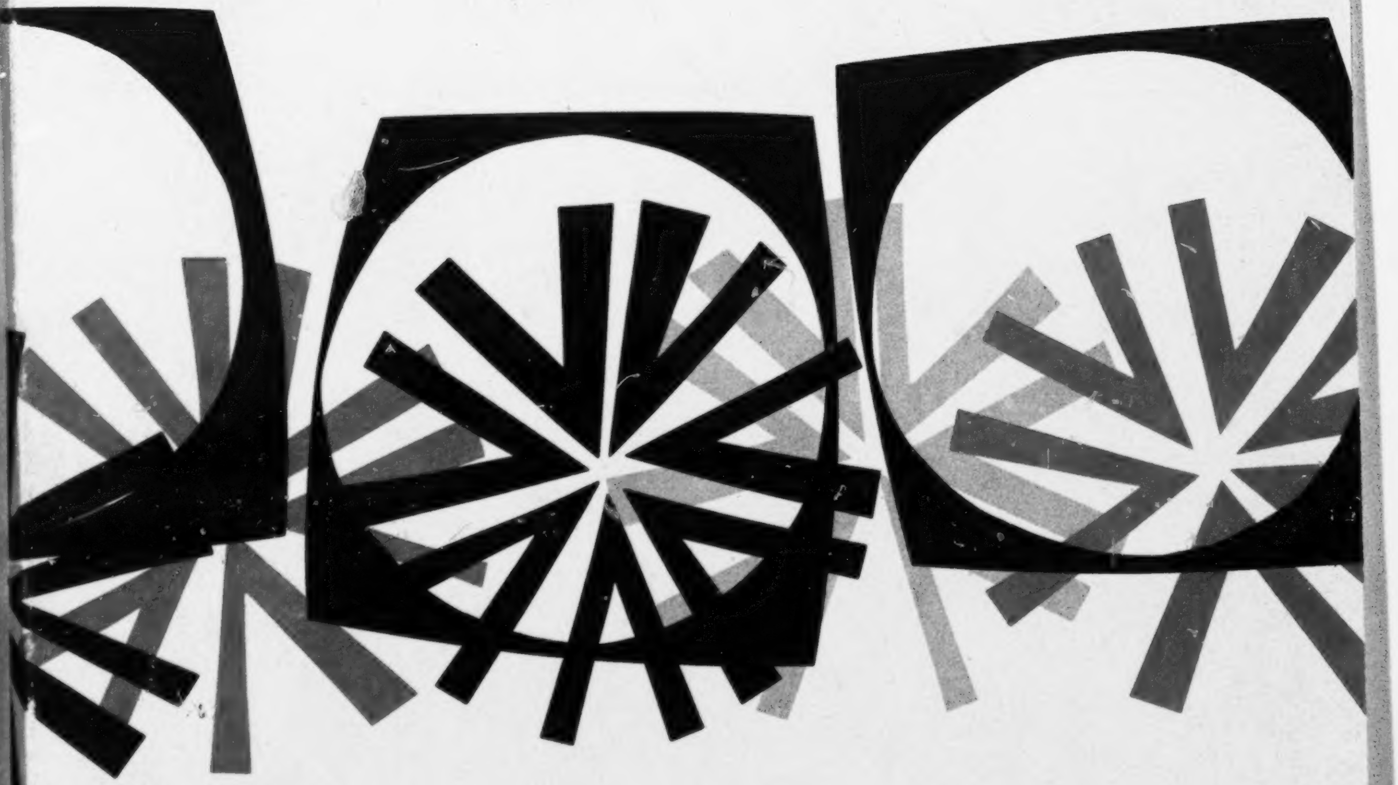
GUIDELINES FOR SCHOOL DISTRICT ORGANIZATION



A Project Report

EA 001 831

THE GREAT PLAINS SCHOOL DISTRICT ORGANIZATION PROJECT

GUIDELINES FOR SCHOOL DISTRICT ORGANIZATION

A PROJECT REPORT

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

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The Great Plains School District
Organization Project

A Four-State Project

The State Department of Education
411 South 13th Street
Lincoln, Nebraska
68508

July, 1968

Ralph D. Purdy
Project Director

Copies of this report may be obtained as follows:

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THE GREAT PLAINS SCHOOL DISTRICT ORGANIZATION PROJECT

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Project Office
411 South 13th Street
Lincoln, Nebraska 68508

TOMORROW'S HOMEWORK

We are now at the point where we must educate people in what nobody knew yesterday and prepare in our schools for what no one knows yet, but what some people *must* know tomorrow.

—Margaret Mead

A NEW AMERICA

There is a New America every morning when we wake up. It is upon us whether we will it or not. The New America is the sum of many small changes—a new subdivision here, a new school house there, a new industry where there had been swampland—changes that add up to a transformation of our lives. Our task is to guide these changes. For, though change is inevitable, change for the better is a full-time job.

—Adlai Stevenson

FOREWORD

School district organization has been a problem of major concern in most of the fifty states during the past several decades and especially during the past fifteen years. It has been a particularly significant issue in Nebraska and South Dakota, since these two states have nearly one fifth (17.3 percent) of all the districts in the United States.

The Great Plains School District Organization Project was conceived and organized as a result of a serious state-level concern for the providing of equitable educational opportunities for all youth and adults in each of the four member states. There existed a felt need for a structural organization of districts that would make possible the providing of desired programs and services at a high level of excellence, with efficiency of organization and economy of operation. The project activities were designed to secure the contributions of educational leaders in many fields, and the evaluative judgment of many professional educators and lay personnel. The guidelines which have emerged from the several studies and conferences provide direction in each of the states for long-range planning and development.

Fortunately, this project has in our judgment already had a significant impact upon various members of the several legislatures and upon planning and policy formation by professional educational organizations and associations. It will provide educators, legislators and lay personnel with the basic information essential for the development of a sound and defensible school district organization for the future.

The Steering Committee is most pleased to offer this volume as a Project Report which presents guidelines for school district organization based upon the constructive contributions of many educational leaders. Their recommendations merit further study and consideration on the part of all who are interested in or who are concerned with the providing of comprehensive educational opportunities for all children at a high level of quality, with efficiency of organization and economy of operation. It is hoped that it will contribute to the further development and improvement of the structural organization for public schools as educational and governmental planners chart directions for the future.

We are most indebted to Dr. Ralph Purdy for his outstanding educational leadership, to the State Project Directors for a quality performance in many areas, to Chief State School Officers, Paul F. Johnston of Iowa, Hubert Wheeler of Missouri, and Gordon A. Diedtrich of South Dakota for their professional cooperation and support, and to all participants for the excellent contributions they have made.

The Steering Committee
David J. Gilliland, Iowa
Kenneth Kirchner, Missouri
James C. School, South Dakota
Floyd A. Miller, Nebraska
Chairman

IN APPRECIATION

The termination of an exciting and challenging project is like a high school or college graduation. It is the end of one significant phase in our lives and the beginning or "commencement" of new opportunities, new challenges, and new experiences. The foundation established during the "period of preparation" becomes the stepping stone for the future. The Great Plains School District Organization Project has been the preparation period; now come the opportunities for fulfillment as the Project Study becomes the foundation for establishing a state school system which will provide adequate and equitable educational opportunities for all youth and adults.

The Project has been the more enjoyable because of the personal and professional friendships established as many people from many walks of life shared in planning the study, developing materials, and analyzing findings to identify and validate the most effective, adequate, and economical state school system. Individual and group meetings with members of state boards of education, legislators, educators, personnel from the State Departments of Education, and representatives from labor, business, and industry, were a challenge and an inspiration. Especially helpful were the working relationships with the writers of position papers. Most valuable were the close and continuing contacts with the Project Directors in Iowa, Missouri, Nebraska and South Dakota. The citizens of each state should recognize and respect their tireless efforts and dedicated devotion in the development of a state plan for the improvement of educational opportunities for all youth and adults.

The members of the Steering Committee took time from exceedingly heavy schedules to give thoughtful direction to project planning and development. Especial appreciation is given to Commissioner Floyd Miller of Nebraska, who served as Chairman and personal counselor to the Project Director.

I wish to express my personal appreciation for having had the opportunity to work with the citizens in these four states on a problem that was important to them. However, the task is just begun. The opportunity for developing the adequate and defensible state school system based upon the guidelines established in this Project remain the challenge for tomorrow.

RALPH D. PURDY
Project Director

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School district organization exists to provide the people with the assistance needed to get on with the task of preparing youth to live in a tomorrow as different from today as yesterday.

CHAPTER 1

A SUMMARY STATEMENT OF GUIDELINES FOR SCHOOL DISTRICT ORGANIZATION

The Great Plains School District Organization Project, approved by the State Boards of Education in Iowa, Missouri, Nebraska, and South Dakota and financed by the Elementary and Secondary Education Act of 1965, had a twofold objective. One was the strengthening of State Departments of Education (a Title V Project), and the second was to seek ways and means of strengthening the Departments by a four-state attack upon one of the most troublesome and important problems in education—desirable school district organization. This report is devoted to a presentation of the findings and recommendations resulting from the two-year study. A summary statement of "Guidelines For School District Organization" will be presented in this chapter. The interested reader may wish to turn to Chapter 10 for a more fully developed report with interpretative comments on each guideline.

The rapidly changing world of work has brought with it the need for new skills and new dexterities, both intellectual and manual, as a result of the scientific revolution and accelerating technological developments. The American way of life has been significantly modified within the past generation, and it is probable that even greater changes will occur within the lifetime of the generation now enrolled in the public schools. The challenge is to develop a structure for education which will make possible the provision of equitable educational opportunity for all youth and adults wherever they may live in the state, and whatever their socioeconomic status might be. The rapidity of change in the daily work and activities of the people is accepted as a characteristic of the American way of life. With this change comes the necessity to provide appropriate programs and services for the preparation and training of all who seek to become creative and contributing members of this developing society. They must have the opportunity to develop salable skills for productivity in a rapidly changing equitable educational opportunities for all youth and adults in each of the boards of education, legislators, educators, personnel from the State Depart- industrial economy. The public school system cannot be so far removed and so separated from the emerging world of work that it leaves its product, the graduates and the dropouts, poorly prepared to cope successfully and creatively with those opportunities for employment which are essential for success as an individual and in the business, industrial and economic life of our nation.

It is essential in this modern, changing world, that educational programs and services of high quality be provided for all youth and adults, and that they be provided with efficiency of organization and economy of operation. The constitution delegated the responsibility to the state for establishing and for providing a state school system to meet the educational needs of all the people in our society. It was in the fulfillment of this responsibility that the four state boards of education entered into this project. It was the expectation of the leadership that it would be possible to find and to establish directions for a school district structure which would have the capability for meeting the rapidly changing educational needs with a high quality of programs and services, and to provide for them with efficiency and economy.

The guidelines proposed in this chapter have been developed on information provided by professional leaders in many phases and areas of educational programming and servicing. Fifty-four position papers were prepared in various educational programs and services. The writers of the position papers reviewed the research and the literature in each of their respective fields of specialization. In many instances they were able to secure the evaluative judgment of many experienced and knowledgeable leaders who know and who work with these programs and/or services. The writers then related all relevant information to the identification of those characteristics considered to be essential in their respective fields, both as a specialized area and as an interdependent and interrelated area of the total educational process.

The Project Staff accepted the responsibility for assessing and coordinating the findings and recommendations of the several hundred contributors to the position papers. They had the additional assistance of six knowledgeable, experienced and nationally recognized administrative leaders in the nation in reacting to and in giving evaluative judgment concerning the structuring of education to meet the emerging educational trends of the people. All of these findings and all of the interpretative information and judgments were utilized in the development of the following fourteen "Guidelines for School District Organization." They are herewith summarized for the reader with limited time, and for a quick overview by all readers. Hopefully, they will prove to be a stimulant for more depth study in the supporting chapters of this report.

GUIDELINE NUMBER 1. Education is a state function.

The constitution of each of the four states concerned with the Project stipulates that education is a function and responsibility of the state. It is not local, and it is not federal. It is the responsibility of the state legislature to determine if the best interests of its citizens can be served by creating only one district (such as Hawaii), or by creating a two level system (state and local school districts), or by establishing a three level system (state, local school districts, and some form of an intermediate unit). If the legislature determines that there shall be local school districts, or local school districts and an intermediate unit, then it has the responsibility to delegate appropriate functions with commensurate authority to each one, and to determine the relationships that should exist between the local districts and the intermediate unit. The strength (or the weakness) of the schools in any area or section of the state is testimony to the acceptance or rejection of responsibility for education by the state legislature, and of its fulfillment of the constitutionally delegated function for education.

GUIDELINE NUMBER 2: All public education administered on a local or area basis, preschool through the community college, should be under the control of one board—the State Board of Education.

Multiplicity in administrative structure at the state level is to be avoided. Multiplicity in state leadership through policies established by separate and independent boards is to be avoided. Such duplication of state authority for programs and/or services that are mutually interrelated and interdependent only lends to confusion at both the state and local levels, and to a waste of the taxpayer's money through unnecessary duplication of administrative costs, educational facilities and equipment. All education, preschool through the community college level, should be under policy making direction and responsibility of one board at the state level, the State Board of Education.

GUIDELINE NUMBER 3: The structure for education should provide for a three echelon system—the state, the area educational service agency, and the local administrative district.

The first echelon in an organization for education is, of course, the state. The state's responsibility is a constitutionally delegated one. The primary, or basic echelon, is the local administrative district. It is the part of the system closest to the people, and the one most responsive to their needs and interests. It must have the responsibility for administering any and all programs and services which it is able to provide at a high level of quality, with acceptable efficiency of organization and economy of operation.

The local administrative districts should have the assistance and support of an area educational service agency. It should be the responsibility of this agency to provide all programs and services for all local school districts within its boundaries which cannot be provided by the local districts themselves at a high level of quality and with efficiency of organization and economy of operation. This would apply to any and all programs necessitating a large pupil or financial base for successful operation, such as vocational education, some areas of special education, and some functions of electronic data processing. In the metropolitan areas this would include any and all programs, services, problems and issues which are metro in nature, and which necessitate some form of metropolitan structure, organization, or commission to adequately and economically provide such programs and services or to appropriately resolve the problems and issues. The metropolitan area educational service agency should fulfill these kinds of responsibilities for all local administrative districts within the metro area.

GUIDELINE NUMBER 4: The state should delegate appropriate responsibility, with commensurate authority, to the local district and to the area educational service agency for the administration and control of education.

In the creation of educational subdivisions of the state, local administrative districts and area educational service agencies), the legislature must delegate responsibility as may be appropriate, with commensurate authority to implement adequately and satisfactorily the responsibility in the interest of both the local citizenry and in the interests of the state and nation. Thus, local implementation of this function and responsibility is within the general provisions and framework for education as established by the state legislature for all schools of the state. Board members, administrators, teachers and other school district employees are state officials or state employees serving at the local level in the fulfillment of the constitutionally delegated state function of education.

GUIDELINE NUMBER 5: The basic unit in the structure shall be the local administrative district.

The objective should be to make each school district in the state an administrative unit that is a self-sufficient district. Such a district would have the capability to provide all programs and services at a high level of quality, with efficiency in organization and economy of operation. The position papers prepared for this Project and related studies reported in the literature indicate that such a district should have a pupil enrollment, K-12, of 20,000 or more pupils. However, the dispersion of the population, geographical factors, and other conditions make it either impossible or undesirable to create size districts of such size and still retain the high priority held by the American citizen in keeping the schools close to the people. Therefore, smaller districts may be desirable. This might be possible, since some programs and services can be provided at an optimum level of quality, efficiency, and economy in districts enrolling from 3,000 to 5,000 pupils, with appropriate attendance centers within this administrative unit.

In order to maintain the administrative district as the basic unit of the educational structure, in order to provide all youth and adults with educational programs and services of high quality at an acceptable level of economy of operation, and in order to preserve and promote local control, local initiative and local interest which have always been high priority factors on the American educational scene, it is recommended that (1) districts be formed which enroll 3,500 pupils, K-12, or more, and that the administrative districts in sparsely populated areas have an enrollment of 1,500 or more pupils. Each district would provide those programs and services which it can provide at a high level of excellence, with efficiency of organization and economy of operation. All other programs and services would be provided by the Area Educational Service Agency (see Guideline Number 10). Attendance centers in all districts, and especially in sparsely populated areas, would necessarily be adjusted in conformity to the time/distance factor (see Guideline Number 7).

GUIDELINE NUMBER 6: The administrative district, under one board of education, should have the delegated responsibility for all programs and services, preschool through grade 12, which can be provided with quality, efficiency and economy.

The progress of boys and girls through the public school educational program should be continuous, articulated and coordinated. Curriculum planning and development should provide for continuity within each area and between related areas of the education program, preschool through grade 12. One taxing district is essential for avoiding financial confusion, for an equitable division of financial resources, and for an equitable sharing of the tax burden for the total educational program among all the taxpayers of the area. The local unit, the basic administrative district, should have control of and responsibility for the total education program, preschool through the twelfth grade.

GUIDELINE NUMBER 7: Transportation time should not exceed one hour, one way, for approximately 90 percent of the transported pupils, and for professional personnel from the central office to the most distant attendance center or administrative district.

Maximum pupil travel time on school buses to attendance centers should remain a relatively constant factor, with distance being a variable in relation to road and highway conditions and to the geographic contour of the area. This guideline is applicable within administrative districts for attendance centers and for local school districts which have only one secondary school attendance center.

Likewise, the one hour travel time is applicable for the establishment of Area Educational Service Agencies. For example, Pennsylvania has adopted the one hour travel time as one basic criterion in the establishment of the intermediate unit in that state. Excessive time on the highway for either pupils or staff personnel is to be avoided.

GUIDELINE NUMBER 8: Size must be a variable in school district organization, never an absolute.

Controversy over size and school district organization has been long and heated. It will probably continue for many more years. However, many studies have been made which indicate a positive relationship between size and cost, size and efficiency, size and quality, and size and economy. Generally speaking, available research and the judgment of knowledgeable educational leaders indicate that programs of quality, with related services, can be provided with efficiency and economy as follows:

Elementary attendance centers: two or more classroom sections per grade.
  Sparsely populated areas—one section per grade, or as may be justifiable and necessary, with the approval of the State Board of Education.
  More densely populated areas—three to five sections per grade.
Secondary School attendance centers: 1,000 or more (9–12), or its equivalency for other types of organization.
  Sparsely populated areas—100 in the graduating class, or as may be justifiable and necessary, with approval to be given by the State Board of Education.
  More densely populated areas—300 in the graduating class.
Administrative district:
  Selected programs and services—3,500 pupils or more.
  Comprehensive programs and services—20,000 pupils or more.
  Sparsely populated areas—1,500 pupils, grades K-12, with special situations to be approved by the State Board of Education.
  More densely populated areas—10,000 or more pupils, grades K-12, with provision being made for some form of decentralization of administrative authority and responsibility in large metropolitan areas into units of 35,000 to 60,000 pupils.
Area educational service district: 35,000 to 50,000 or more pupils, and coterminous with the economic area of the state.

GUIDELINE NUMBER 9: Statewide planning for school district organization must provide for all sections and areas of the state.

The pattern of school district organization should be completed for each and all geographical areas prior to the approval and adoption of any statewide school district organization plan. Only in this way can the state avoid the disadvantageous placement of any one section or area whereby it is inadequately or inappropriately placed within the proposed organizational structure. All sections and areas of the state must be members of a good educational school district, and provisions should be made for such placement prior to the finalization and adoption of a statewide plan.

GUIDELINE NUMBER 10: The supporting and complementary unit for education shall be an Area Educational Service Agency which is coterminous with socioeconomic or metropolitan areas of the state.

It shall be the function of the Area Educational Service Agency (AESA) to provide all programs and services which cannot be provided at an acceptable level of quality with efficiency of organization and economy of operation by the local administrative districts. Thus, comprehensive and equitable educational opportunities can be made available to all youth and adults, regardless of where they live in the state. Demographic studies in each state indicate that there are emerging economic areas which represent a convergence of business, industrial, retail and wholesale trade interests and activities. These areas are identified with a polarity of interests among the people such as business interests, employment opportunities, and recreation. Indicators of the economic areas may be found in studies of highway traffic movement, sales tax returns, indices of business activities, of industrial and agricultural production, and others. Such areas are currently being identified by sociologists, economists, geographers, political scientists, planning committees for the Governor of the state or for the state legislature, and by other interested study and planning groups. Such areas are usually multicounty in size. Sixteen such areas have been identified by the Governor's Planning Commission in Iowa, 24 to 31 centers by planners in Missouri, from 14 to 26 in Nebraska, and from 6 to 10 in South Dakota. In general such economic areas meet the criteria for the establishment of Area Educational Service Agencies. Therefore, it is recommended that the AESAs be established coterminous with the economic areas established for other governmental agencies and for social agencies and industrial purposes. Furthermore, the educational leadership should be members of the groups or commissions identifying and planning the economic areas. Education constitutes one of the major governmental services responsible for developing and coordinating the economic area concept, for utilizing the economic area as one basic facet of the educational structure, and as an interrelated part of all government services.

The Area Educational Service Agency will serve as a major contributing organization for the resolution of some of the most troublesome problems confronting the American society within urban centers and metropolitan complexes. Levine and Havighurst have identified six major problems and imperatives associated with metropolitan development:

1. Fragmentation in the structure of local government.
2. Socioeconomic stratification and racial segregation.
3. Inadequate social environments for middle-income students in single-class sections of the city and the suburbs.
4. Weakening of the unifying norms which facilitate productive interaction among citizens in the metropolitan area.
5. Physical deterioration and the crisis in public finance of the metropolitan area.
6. The need for cooperation to solve the major problems of the metropolitan area.

The Area Educational Service Agency in the metropolitan area can provide the leadership on many educational and social issues which the segmented structure of many small independent local school districts and many small city structures cannot do alone. The AESA can provide the leadership and the resources for enhancing the schools potential for coping with area wide problems of a metropolitan society. For education and educationally related programs the Agency would serve as a Metropolitan Planning and Development Commission for any and all problems, programs, services and issues which are metro in nature.

> GUIDELINE NUMBER 11: A study and planning commission should be appointed, with financial support from the state, for the identification and determination of socioeconomic/metro areas of the state, for the Area Educational Service Agencies coterminous with the socioeconomic/metro areas, and for proposing function, responsibility and interrelationships for such agencies.

Education, as one major phase of governmental services, and as a major consumer of the taxpayers' dollar, should be involved in and be interrelated with the planning for the organization and structure of all governmental services in a rapidly changing society. It is proposed that the members of the study and planning commission be selected representatives from the following:

—The Governor's planning department for local and state government.
—The research and planning division of the state legislature.
—The State Department of Education.
—Representatives of the educational leadership in the state.
—Research and planning bureaus from colleges and universities.
—Representative sociologists, economists and political scientists.
—Labor, business and industry.
—Others as may be appropriate within each state.

As indicated in Guideline 10, recent technological and scientific developments and the impact of these developments on the American way of life have established the feasibility and the desirability of identifying the structure for education with major areas of the state which have a commonality of interests, business and industrial activity, and related endeavors. But the study and establishment of such a structure (the Area Educational Service Agency) should not be determined separate and apart from all related planning and development for governmental business and industrial purposes. It is time for the establishment of unity in planning and purpose for area-related governmental services and programs. This would be one of the primary purposes and functions of the proposed study and planning commission.

It was stated in Guideline 2 that the structure for education (school district organization) must be custom tailored to each area of the state. This is true for local administrative districts, each socioeconomic area, and each metropolitan area. The needs and the educational problems of each major standard metropolitan statistical area (SMSA) are complex, varied, and significantly oriented to its own particular situation. The problems of such an area cannot be resolved by legislation, mandates, edcrees or formulas devised for application to two or more such areas within any given state. These are area problems that must be resolved at the area level, with assistance from state and federal funds. Although area in nature, the manner in which these problems are resolved, or left unsolved, has a direct influence on the rest of the state. The most remote section of the state is no longer isolated from or immune to the problems of any one segment or area of the state, including the economically deprived areas (rural or core city).

Two approaches to problem resolution can be taken by the state for metro areas. One is the formation of the Area Educational Service Agency (see Guideline 6). All administrative districts within the area would be members of the AESA, with the board, or commission, would have a primary responsibility for the planning, development and implementation of a metropolitan educational program for all areas which are metro in nature. Furthermore, they would have the responsibility for developing and coordinating the area educational programs and services with the planning and development for all governmental and related programs and services which are metro in nature.

The second approach would provide for the creation of a study and planning commission for each major metro area. The responsibilities would be the same as those set forth in the plan suggested above. The primary difference exists in the amount of responsibility and authority delegated to the respective planning group. In the first approach, the planning group would be a legally constituted and organized educational service agency charged with the resolution of the metro educational problems which confront it, and for representing the area educational interests in all phases of metro planning and development. In the second approach, the planning group is a study and planning commission, charged with making recommendations concerning metro structure, organization, implementation of plans concerning education, and educational interests in cooperation with all metro planning and development.

Either approach outlined above appears to be valid and sound. Each has merits for the resolution of major problems within the context of local (area) determination supported at the local and state levels. But action is demanded. The problems forcing themselves for resolution in metro areas cannot be delayed by governmental indifference or partial steps for solution. The consequences for inaction, pseudo action, or partial measures will only result in the compounding of the social, political, economic, organizational and service problems of the metro areas. Furthermore, educational planning and development for a metro area should move forward with or without area planning and/or organization for related metro programs and services. Although it would be desirable to move forward together, educational organization cannot be delayed. If it must move forward alone, it will be in a position to provide cooperative working relationships on an area wide basis with and for related governmental programs and services.

GUIDELINE NUMBER 12: School district organization should contribute to the adequate and equitable financing of public education, with funds to be received from federal, state and local sources.

Suggested criteria to be utilized in an assessment of the financial program for public education includes the following:

1. There should be access to and the availability of financial resources to provide the programs and services to meet the educational needs of all boys and girls, and the needs of the communities, state, and nation.
2. The educational needs may be met through one or more of the following sources: federal, state, and local monies; and private sources.
3. There should be an equalization of the tax burden (to avoid pockets of great wealth and of poverty).
4. The administrative district closest to the people has a large degree of independence in determining educational objectives, program development, budget making, and expenditure of funds to meet the defined needs, all of which must be within policies established by the Legislature, or as delegated by the Legislature for establishment by the State Board of Education.
5. Every effort should be made, consistent with the above four criteria, to secure maximum returns on the tax dollar invested in education. Major attention should be given to the economies which can and should be effected based on such factors as structure, size, organization and operation.

The flow of the federal dollar for educational purposes has increased remarkably since the advent of Sputnik. It is probable that it will continue to increase in the future. Some authorities project that the ratio of monies for educational purposes in the future will be 40 percent federal; 40 percent state; and 20 percent local.

The great diversity in the financial ability of school districts is a well-known fact. Many proposals have been made to alleviate such inequities. One proposal is the utilization of the Area Educational Service Agency as the taxing source for one or more of the following:

1. Utilize the AESA as a taxing base for all programs and services which have been assigned to it, such as vocational education, special education, data processing, and some aspects of business management. This would equalize the area taxing power for selected programs and services, but it would permit the continuation of the pockets of wealth and of poverty for locally administered programs and services.
2. The AESA would assess a basic or minimum levy for all educational purposes, with the money thus collected redistributed to all member local school districts on a (1) per pupil basis; (2) program basis; or (3) per-pupil and program basis. Each local district would be required to

assess an additional local levy for programs and services over and above the basic or minimum made possible through the area levy.

3. A third procedure would be the same as "2" above, except that the area levy would be made for all educational programs and services. This would equalize the total taxable wealth of an area for all children wherever they may live within the area, but within the local school district exercising control over the expenditure of the money thus collected.

Whatever plan is developed, it would be desirable for the local administrative district to reserve the right to provide additional funds for the support of a higher level of programs and services, which, to them, are significant and important.

GUIDELINE NUMBER 13: The state agency, in the fulfillment of its leadership function for education, must be organized to provide new and extended services.

If education is to remain a function of the state, if the state is to provide educational leadership beyond the "minimum standards," if the state is to provide leadership which will assist in making possible educational programs of high quality, with efficiency and economy in the expenditure of the federal, state and local tax dollar, then the State Department of Education, as the officially established agency of the state for education, must be organized to fulfill the role of educational leadership for all the people of the state. Such a role becomes imperative with the reorganization of school districts, and with the demographic changes bringing about urbanization.

The strength of the state's educational system rests in the optimum performance of a leadership role at the state level, supported by strong administrative districts and strengthened by Area Educational Service Agencies providing comprehensive and equitable educational opportunities for all children of the state. Education will continue to be a state function only as long as these conditions are met.

GUIDELINE NUMBER 14: School district organization for educational purposes shall be developed from the establishment of a pattern of relationships of all relevant criteria that will provide optimum educational opportunities for all youth and adults living within the boundaries of that district.

School district organization is a composite of all relevant guidelines considered to be essential to provide comprehensive and equitable educational opportunities for all boys and girls at a high level of quality, with efficiency of organization and economy of operation. This means that the designing of a plan for the organization of education must be custom tailored to all of the individualistic and peculiarly significant factors which are characteristics of each and every community, or of interrelated communities. It pertains particularly to the educational needs to be met, to the characteristics of the geographic area, to the demographic factors of sparsity/density, to technologically related factors of time/distance, to the economic factors of financial ability and effort in support of the educational endeavor, and to the related factors of community structure, community leadership, community mores and community values ("community" here is defined in very broad terms).

Because of the diversity in needs, in geography, in demographic characteristics and in problems and issues to be resolved to secure and to maintain adequate, efficient and economical educational programs and services, no one guideline can or should be an absolute. No one should stand alone as a requirement or as an essential for school district organization. The great strength for education, and thereby for the state and nation, is to be found in a pattern of relationships for each and all the guidelines. Of course, each guideline should be achieved at a point as near an optimum level as possible, but its highest contribution is to be found in its appropriate interrelationship with all of the other guidelines.

Summary Statement

The foregoing fourteen guidelines have emerged from a careful review and analysis of all of the position papers prepared for the Project Staff, from a review of the literature concerning school district organization, and from the comments and suggestions received from legislative, lay and professional personnel in attendance at two four-state conferences on school district organization. However, it must be remembered that the development of new and essential programs and services to meet the changing needs of a new period in our history necessitated a revision in the organizational structure for education which was based on the best thinking and planning by educational leaders and by the people in past generations. And, so it will be for tomorrow. The best planning and development for the appropriate educational structure to meet the educational needs of today will need to be reviewed and revised to meet the changing needs and programs of the future. However, it is firmly believed that the best structure for today's needs will prove to be the best foundation for adaptation to and for the meeting of educational needs in the future.

The succeeding chapters in this report will be devoted to providing a background for the recommendations presented above, and for an analysis of the many factors which entered into their formulation.

CHAPTER 2

THE GREAT PLAINS PROJECT

Free public education was a concern of the founding Fathers in each of the four Great Plains States—Iowa, Missouri, Nebraska and South Dakota. The constitution of each one contains a section wherein the state legislature is required to provide instruction without charge through a system of public education that is open equally to all (not in excess of twenty-one years of age in Missouri and Nebraska). This constitutionally mandated obligation for a state system of education has been interpreted and implemented in a continuing series of legislative enactments since the adoption of the first state constitution. Each legislature has endeavored to enact laws consistent with the beliefs and values of the people of the state about education, including programs and services, organization, administration and financing. In all of these enactments, the legislators have been guided by the constitutional provisions which emphasize education as essential for "The stability of a republican form of government" (South Dakota) and "A general diffusion of knowledge and intelligence being essential to the preservation of the rights and liberties of the people" (Missouri). "The advantages and opportunities of education" is accepted as a right and privilege of all youth and adults in a democracy; and it is the responsibility of the people, through their state government, to guarantee this right and privilege.

The structure for education as established by the early legislatures varied with the kinds of education desired by the people for their children, with the time and distance factors in making the educational opportunities accessible to the children and youth of the state, and with the finances that could be provided in support of the educational programs. This early structure, designed for the educational needs of the time, was modified periodically by the legislature during the ensuing years to the present time. As the little red schoolhouse gave way to consolidated school attendance centers, so did the township school district give way to unified districts. Many factors contributed to the necessity for continuing adjustment in the structure to provide all the desired and essential programs and services considered to be important by the people. Some of these were changes in programs to meet the needs of the changing times, improved systems of communication, improved means of transportation and of highways affecting travel time, increased cost of new and important programs and many others. This process has been continuous since the establishment of the first school district in the state, and it will undoubtedly continue so long as the people have faith in education, faith in their children, and as our way of life continues to be influenced and changed by science and technology.

CONSTITUTIONAL PROVISIONS CONCERNING EDUCATION

Iowa

"The Board of Education shall provide for the education of all the youth of the state through a system of Common Schools. . . .

"The General Assembly shall encourage, by all suitable means, the promotion of intellectual, scientific, moral, and agricultural improvement."

—Article IX, Section 12.

Missouri

"A general diffusion of knowledge and intelligence being essential to the preservation of the rights and liberties of the people, the general assembly shall establish and maintain free public schools for the gratuitous instruction of all persons in this state within ages not in excess of twenty-one years as prescribed by law."

—Article IX, Section 1(a).

Nebraska

"FREE INSTRUCTION IN COMMON SCHOOLS.—The legislature shall provide for the free instruction, in the common schools of this state, of all persons between the ages of five and twenty-one years."

—Article 7, Section 6.

South Dakota

"The stability of a republican form of government depending on the morality and intelligence of the people, it shall be the duty of the legislature to establish and maintain a general and uniform system of public schools wherein tuition shall be without charge, and equally open to all; and to adopt all suitable means to secure to the people the advantages and opportunities of education."

—Article VIII, Section 1.

School District Organization a National Concern

School district organization is a problem of national concern in this second half of the twentieth century. More than twenty of the fifty states are actively engaged in efforts to improve the structure for public education. The challenge of science and technology in bringing about a new way of life within this generation is taxing the capacity of the existing school district structure to meet the emerging needs. The expectations of the people for "the good life" have changed significantly within the past generation, and these expectations will change again within our lifetime. Unprecedented demands upon the educational structure to meet the needs of the people, of the state, and of the nation have revealed serious limitations and have emphasized the urgency of the situation. The vastly increasing accumulation of knowledge, the adaptation of science and technology to improve educational programs and to the methodology of these programs, the knowledge and the skills demanded today to fill the ever-changing employment opportunities, the problem of just how to learn to live and work together in peace, both at home and abroad—these are but a few of the problems we face today. As the attention of the people centers upon the educational needs of these times, it is necessary to examine the educational structure which facilitates or which limits the providing of the essential programs and services to meet the identified educational needs. As a result, the strengthening of the structure for education has been accepted as one of the imperative needs of this century by the people of the several states, and especially in the four states which are members of the Great Plains Project.

Factors Necessitating School District Organization

There are many and varied reasons why school district organization is of major concern to the people of the nation at this time. These reasons may be identified under five broad classifications.

1. *The scientific and technological revolution:* The advance of science and technology, and the acceptance of the products of science and technology into the daily lives of people have necessitated a complete reevaluation of educational programs and services as they relate to the emerging needs. We, the people, want what science and technology have made possible for our comfort, our enjoyment and our way of life. Within this generation, major changes have taken place in our mode of travel, in our means of communication, in today's "essentials" for a modern home, in the knowledge and skills demanded for economic productivity in this era of science and technology.

There is a growing realization that the tragedy of the past two generations must not be continued into the next generation. The manufacturing era was emerging and flourishing with the turn of the century. But it has taken more than fifty years for legislators and educators to become serious about providing vocational and technical training to meet the emerging needs of our industrial age.

Governors of several states have toured the country seeking business and industrial developments for their states. They are finding that a quality education and vocational training programs are important considerations. As a result increasing attention by heads of state governments is being given to excellence in educational programs and to vocational training programs at both the secondary and post high school levels.

The scientific age has brought new demands upon the schools. The several states are discovering that the new demands—vocational education, special education, improved and expanded programs—cannot be provided at a level of excellence or quality, with an efficient and economic expenditure of the taxpayers' dollar in most of the school systems as currently organized. The great lag of time from changing conditions to the time school districts are restructured to meet the new changes must be narrowed or eliminated. Meeting the needs of a nation in adjustment to the scientific and technological developments, and meeting the needs of students in preparation for living in and contributing to the emerging American way of life cannot be delayed. Accordingly, a critical examination and evaluation of the educational structure has become imperative, and hence the attention to this problems throughout the country.

2. *Expanding needs of all:* As our society becomes increasingly complex and diversified, as this complexity results in the requirement for more knowledge and understandings, and for more and increasingly higher developed skills, so do the educational needs of our society expand and increase. Whereas needs were, at one time, defined primarily at the local level or in school attendance centers, today they are being defined and given direction on six different fronts; these include federal, state and local governments, the American culture and society, business and industry, and the youth and adults enrolled in the public schools. These expanding needs are demanding as never before the provision of comprehensive educational opportunity for all, if the needs at the six levels of identification are to be satisfactorily fulfilled.

The "needs of all" is cosmopolitan in this day and age. Generally, from one in seven to one in ten students remains to live and work in the area where he secured his high school training. The mobility of our population takes nearly nine out of ten to places of work and to colleges located in areas different from the one in which they grew to maturity. If these young people are to have competitive skills and abilities for success in college and for job placement, they must have had training opportunities comparable to those provided by the best school systems in the country.

Furthermore, these training opportunities must be available to all youth, regardless of their place of residence in the state, or of their socioeconomic status. Sparsity of population, or the conditions of economically deprived areas in either urban or rural sections of the country do not alter the need for breadth or quality of training programs. All youth must have equitable educational opportunities to enable them to become constructive contributors to the communities in which they live, and to the business world of which they will be a part.

The state's ability to provide educational programs that will meet the needs of all youth for living and working today is seriously impaired within the structure and organization of school districts that were designed for the turn of the century. The providing of needed educational programs with an acceptable degree of excellence or quality and with a high degree of efficiency and economy in the utilization of the taxpayers' dollar has become one of the major reasons for a critical examination of school district organization in a large number of states today.

3. *Quality education, with efficiency and economy:* The changing needs for education today, the expanding programs, the increased cost of programs in specialized areas, and increasing pupil enrollments have all combined to cause educators, legislators, and taxpayers to critically examine school programs for the quality of their content, and for the efficiency and economy of their operation.

For example, one Legislative Service Commission[1] published a report in 1963 which indicated that high schools (grades 9–12) with enrollments of less than 400 pupils were characterized by: (1) teachers with fewest hours of preparation; (2) more teachers training outside major field; (3) teachers being paid the lowest salaries; (4) significantly fewer offerings; (5) limited vocational course offerings; (6) the general unavailability of advanced academic training; and (7) having the highest percentage of pupils enrolled in academic courses. On the other hand, the study revealed that high schools with an enrollment of 1,000 or more: (1) paid teachers the highest salaries; (2) had the highest percentage of teachers with advanced degrees; (3) assigned teachers to teach almost exclusively in one field; (4) had the lowest teacher turnover rate; (5) had great availability of advanced academic offerings; (6) had the lowest percentage of pupils enrolled in academic courses; (7) had more comprehensive programs in all areas; and (8) were the only schools having really meaningful vocational courses. Although the following statement was not made, the implication was clear to the members of the legislature that the distribution of state money to low enrollment high schools was a perpetuation of low quality programs with a high degree of inefficiency and with an uneconomical expenditure of the taxpayers' dollar.

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[1] *Ohio's High Schools: A Statistical Profile.* Staff Research Report, No. 56, Ohio Legislative Service Commission, January, 1963.

The desire for excellence or quality in educational programs, the need to provide such programs with a maximum degree of efficiency, and the necessity to provide for the economical expenditure of the taxpayers' dollar —these constitute the major reasons why the citizens in many states are studying, evaluating, and proposing ways to improve school district organization within the state.

4. *The dimensions of change:* The socioeconomic environment for the educational system in the nation has been undergoing a remarkable transition during the present century. The dimension of this change is affecting education in both structure and organization. The roots were established in "The Agricultural Era," during which most households earned their income and their individual support by agricultural activities. This was followed by "The Manufacturing Era" which dominated social and economic development during the first half of the present century. It was accompanied by a basic shift from rural to an urban society, high agricultural productivity which increased the labor force for manufacturing, and an improved standard of living leading to increased consumption of agricultural and industrial products.

Some analysts feel that we are entering "The Human Resources Era" in which the people will obtain their employment because of intellectual attainments. Indicators include suburbanization, a reduced proportion of employment in manufacturing (but an increase in actual numbers), and the achievement of (1) unprecedented levels of educational attainment; (2) higher incomes; (3) expanded leisure time; and (4) closer contact with other cultures.

Historically, the structure for school district organization has responded to the educational needs created by a changing technology and to the changing patterns of community organization resulting from the growth and spatial redistribution of the population. The problems of adapting the school system to rapid population growth during the 1950's were compounded by two profound and continuing trends in population redistribution: (1) urbanization; and (2) suburbanization. Today, adaptation, to an evolving third pattern, or megalopolis, further complicates the problem.

The dimensions of change in the several states may be identified in and through the transition from the Agricultural Era, through the Manufacturing Era and into the Human Resources Era. The scientific and technological revolution, the mobility of the people, the shifting of the population from a rural economy to an urban, suburban, megalopolis setting, has placed demands upon the educational structure that make a critical examination of that structure essential in both rural and the urban areas.

5. *Finance:* The financing of public education is of increasing concern to all who work in education, and to all who have a responsibility for the adequate financing of public education. A combination of many factors pertaining to finance has contributed to the national examination of the adequacy, or inadequacy of the existing framework of school district organization; and, whether or not improvements need to be made in this framework as more and more money is needed to support the educational programs and services throughout the several states. Related factors include the following:

a. The increased cost of education due to inflation; increasing enrollments; high cost programs, such as vocational education; the heavy tax burden on real estate; and a widespread feeling among many people that the state holds the key to solving the spiraling costs of education.
b. Increasing pressures to secure optimum efficiency and economy in operation.
c. The belief by legislators and by the general public that a better return can and should be secured for the state tax dollar expended for public education.
d. The spiraling costs of all governmental services.
e. The increasing disparity of wealth and the inequities of educational opportunities as a result of these disparities.
f. The expanding costs for specialized areas of education (vocational education, special education, educational services).
g. The competitive struggle for the taxpayers' dollar (local government, state government, federal government).
h. The increasing costs resulting from a liberalization of policies pertaining to children attending private and parochial schools.
i. The rapidly expanding cost to the state for technical and higher education.

As we enter a new era in our national economy, the Human Resources Era, we are, at the same time, entering a new era for education. The needs to be met, and the survival and advancement of the American way of life make necessary new problems, new services in support of those programs, and a new structure for school district organization. Only in this way can educational needs be met at an acceptable level of excellence or quality, with a high degree of efficiency and economy.

It is impossible to completely separate each of the above five factors which have been identified as major contributors to the present nationwide movement in school district organization. In fact, all five are closely interrelated, each one contributing to and strengthening the other. For example, the expanding needs to be met by the public schools are directly related to changes in the American way of life which are resulting, in major part, from the products of the scientific and technological revolution. Both have contributed directly and significantly to the increasing demand for quality in educational opportunities for all students.

The transition from rural to urban life, the increasing mobility of the people, and the affluent acceptance and utilization of the products of science and technology have revolutionized American social and economic life within the present generation. This transition created the necessity to restructure education in keeping with the process of change which has become a part of the American way of life.

The Great Plains Project

School district organization has been a major area of study and revision in most of the states in the nation since 1945. In that year there were 103,000 local administrative districts in the 48 states. The following year the newly created National Commission on School District Reorganization focused attention upon the problem of "Too Many and Too Small" districts. Thus began a movement which has brought about a reduction of 77.5 percent of the districts within a 21 year period of time, or a total of 23,158 districts. in the 1966-67 school year. One in four of these districts (24.6%) was in the four states of Nebraska (2,388), South Dakota (3,015), Missouri (888), and Iowa (501). The two states of Nebraska and South Dakota had 18.6 percent of all the districts in the United States.

During this period of intensive school district study and reorganization in the United States, each state had proceeded on its own initiative to bring about an improved structure for educational programs and educational services. With the passage of the Elementary and Secondary Education Act of 1965, money became available for study into significant and important problems of education. The strengthening of State Departments of Education and the improvement of the educational structure were conceived to be two interrelated areas in which a multi-state project might prove to be beneficial and helpful to each state. Accordingly, an invitation was extended by the United States Office of Education to several State Departments of Education for a meeting to consider the merits of a multi-state project in school district organization. Of the seven states in attendance at the meeting, four accepted the proposal to join together in planning the purposes and the activities, and to identify the desired outcomes of a four-state school district organization project. The proposed contract was approved by the State Boards of Education in Iowa, Missouri, Nebraska, and South Dakota, and was approved for funding as a Title V, Section 505, P.L. 89–10, Special Project under the Elementary and Secondary Act of 1965. The approved project was given the title, "The Great Plains School District Organization Project."

Purposes

The application for the supporting grant defined the purposes of the project as follows:[2]

1. To improve the State Departments of Education (Title V, and the primary basis for the entire grant).
2. To assist in resolving some of the major problems of State Departments of Education, including, but not limited to the following:
   a. Bringing about an increased *awareness* on the part of professional and lay groups of the *need* for adequate school district organization.
   b. Analyzing and clarifying the role of professional and lay organizations in school district organization.
   c. Developing guidelines to be used to implement programs
      (1) for school district organization
      (2) as a part of developed state plans.
   d. Providing comprehensive programs of quality education to meet the needs of all youth in all parts of the state.
   e. Clarifying the role, function and need for intermediate districts.
   f. Planning for adequate and appropriate follow-up services to those districts which have been reorganized.
   g. Developing an awareness within each state of the relationships between tax structure and rates, and school district organization.
   h. Providing data, information, understandings and insights essential for the introduction and passage of adequate legislation for school district organization.
   i. Pooling the resources of the several states in making a joint attack on a common problem.

Activities

The planning committee for the four State Departments of Education designed the major activities[3] to be undertaken by the Project. These included the following:

1. Identification, analysis and interpretation of available research pertaining to satisfactory administrative units and school centers.
2. Identification, analysis and interpretation of developmental activities in the several states pertaining to a school district organization which will provide educational programs of quality or excellence to meet the needs of our times, with efficiency and economy.

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[2] Adapted from "Attached Sheet No. I," *Application for Grant to Strengthen State Departments of Education Under the Elementary and Secondary Education Act of 1965*, Title V, Section 505, P. L. 89–10, Special Project Grant, entitled, "Brief description of major problems of State Departments of Education which this project has promise of solving or services it proposes to develop.'

[3] Adapted from "Attached Sheet No. II," *Application for Grant to Strengthen State Departments of Education Under the Elementary and Secondary Educatoin Act of 1965*, Title V, Section 505, P.L. 89–10, Special Project Grant, entitled, "Description of activities which are proposed to be undertaken and methods and arrangements for working toward project objectives set forth in Section A—item 11."

3. The dissemination of information (multi-media) on:
    a. Characteristics of an adequately organized district.
    b. Characteristics of an adequate comprehensive secondary school.
    c. Procedures of local study of reoganization problems.
    d. Guidelines for organization and administration of intermediate districts.
    e. Follow-up activities for school systems which have been recently organized.
4. The development of a systematic program to provide the follow-up of newly organized school districts. Emphasis is to be placed on:
    a. Various media for communication and understanding of the problems and issues under study.
    b. An adequate plan for consultative services.
    c. Increased leadership activities in the several state education agencies.
5. The development of state and regional institutes and conferences for the purpose of, (1) providing information, and (2) the facilitating of adequate communication and exchange of views on ways and means to strengthen state education agency leadership in school district organization with an appropriate involvement of inter-departmental, legislative, professional and lay personnel.
6. The strengthening of field service programs in state departments of education.
7. The rendering of assistance to local educational leaders in the development of exemplary intermediate districts.

Project Funded

The Project Proposal was approved by the Office of Education. The Department of Health, Education and Welfare, with a tentative budget of $355,000 for the twenty-one month period for project development. A Director and a secretary was appointed within each State Department of Education. The Division of Educational Administration, The University of Nebraska, was called upon to direct the Project until December 31, 1966. From January 1, 1967 to the termination of the Project, a full-time Director served under the direction of a four-member Steering Committee, with one member appointed by each State Department of Education.

The following chapters present the planning and development of the Great Plains School District Organization Project. The criteria and guidelines for school district organization were based upon data and information provided by fifty-four writers of position papers, several hundred professional and lay personnel serving in an advisory capacity to the writers of the position papers, and by more than 200 legislative, professional, departmental and state lay organization and association personnel responding and reacting to materials presented at two four-state conferences. The findings and recommendations contained herein are presented for the thoughtful study, analysis and action by educational planners in each of the four states. They are dedicated to planning today for meeting the needs of students tomorrow.

CHAPTER 3

PLANNING THE PROJECT

The preceding chapter has presented in brief form the purposes and organization of The Great Plains Project. Out of this Project came the guidelines which were summarized in Chapter One, and which will be developed more fully in Chapter Ten. The background information upon which these guidelines were established, and the reasoning which led to their identification and development, will be presented in succeeding chapters of this report. The direction and the plan for the Project will be considered in the following sections of this chapter.

Organizing for Project Development

The Nebraska State Department of Education served as the controlling fiscal agency for the Project. All policies for project development were established by a Steering Committee which was composed of one member from each of the State Departments of Education in Iowa, Missouri, South Dakota and Nebraska. A Project Director was employed and served in a capacity similar to that of a Superintendent of Schools, with the Steering Committee functioning in a capacity comparable to that of a Board of Education.

A State Project Director was appointed in each of the four State Departments of Education. Some money was available for contracts with various personnel for the development of reports and the collection of data upon which to establish guidelines for school district organization. Additional money was made available for the holding of study and review meetings in each state and for three four-state conferences with representatives from the State Departments of Education, professional educational associations, labor, business, industry, interested state organizations and associations, and members of the legislatures.

Project Office

The Project Office provided the coordinating and general leadership function for and between each of the four states. It was requested that the office develop guidelines of a general nature for school district organization which might be used with appropriate modifications and changes in each of the four states. At the same time, the Director carried the primary responsibility for fiscal management and direction within the framework of the contractual commitments.

State Project Offices

The Directors in each of the four states carried the responsibility for project development within his state, for the involvement of leadership personnel from all appropriate groups and organizations, for the collection of data and information essential for decision-making in the development of the guidelines, and for the preparation of guidelines for school district organization appropriate for that state. Monthly meetings of the Directors provided opportunity for the exchange of ideas, concepts and plans for project development, and for each one to review and reevaluate his plans and procedures in the light of the comments, the problems and directions as projected by the other state Directors. It was felt by each Director that this part of the operational procedure proved to be one of the most helpful and productive aspects of the project development.

Invitation to Planning

The designers of the Project determined that there should be extensive involvement of the people throughout the study (see Chapter 2, Suggested Activities). This decision was predicted upon the belief that constructive change takes place as people responsible for decision-making have the opportunity to think and plan about it, to analyze and interpret data upon which action should be based, and through this process of participation develop a readiness and support for the proposed recommendations. Also, it was based upon the following beliefs:

1. People want good educational opportunities for their children;
2. People interested in or affected by a proposed policy should have the opportunity to share in and to contribute to the development of that policy;
3. Constructive change occurs when there is an understanding of all the facts and information that can be provided on the problem, and when there is a desire to seek improvement;
4. Faith and confidence can be placed in the judgment of knowledgeable people (lay and professional);
5. Leadership, in major part, is providing the opportunity for:
    a. Personnel with specialized training and experience to contribute their understandings, their judgments, and their insights upon a given problem as it relates to their field of specialization.
    b. People affected by or interested in a program or policy to study, analyze and evaluate the contributions of specialized people in a given area as it relates to the problem or issue being studied.
    c. People in executive, legislative and policy-making positions to be knowledgeable about, to evaluate and to act upon the best information available as a result of (a) and (b) above.
6. Constructive change takes place as a product of the involvement of people as indicated above. Thinking through a problem, planning together concerning that problem, and initiating cooperative action is a part of the process essential for improvement in education. It is democracy in action.

Planning for school district organization is so complicated and so involved that no one person, or even small group of persons, can possibly have all of the information essential for the development of appropriate guidelines to meet all of the program and educational service requirements. The assistance of specialists in each of the several programs and services, persons in positions of professional leadership within these respective areas, and those with responsibilities in State Departments of Education, in public schools, in professional associations, and in colleges and universities, was considered to be essential for the appropriate development of the Project. It is these people who possess a full and appreciative understanding of available research in each of the several areas. They are familiar with the contributions in the literature on this topic and are in a position to assess the valued judgment of knowledgeable people within these programs and services concerning what is desired and what is essential for the operation and maintenance of high quality programs with efficiency and economy. Accordingly, an opportunity was provided whereby professional educators could assist in the development of professional statements concerning the needs to be met and the programs and services required to meet these needs. They were invited to propose essential considerations for the structure and organization of education to efficiently and economically provide these programs and services for all children, regardless of where they live in the state, or of their socioeconomic status in the community of which they are a part.

In a like manner, many lay, business, industrial and labor organizations were considered to have a significant contribution to make. Some have an overall interest in the total project. Others have an important contribution to make in the identification of needs. For example, business and industry are the employers of the finished product of the public school system. In working with these new employees, they are in a position to assess the strengths and limitations of the graduates of the public schools in relation to their ability to assume a responsible position and to contribute constructively to the business or industry. Also, they are in a position to anticipate changing needs, the appropriate adaptation of programs to meet these needs, and through this identification to lessen the gap between recognition of need and the implementation of programs to meet the need.

With this concept of and belief in the judgment of knowledgeable people, professional and lay personnel were invited to share in the development of criteria to be used in the designing of guidelines for school district organization. This contribution could be rendered individually or through their respective associations and organizations. Meetings were held in each of the four states to extend an invitation for active participation in the Project. Assistance was needed from many areas of specialization, including each and all program and service areas relating to or contributing to the educational effort. Invitations were extended for the development of position papers that would express the beliefs, the values, the concerns for education, and for ways and means considered to be desirable in the providing of desirable programs and services. The following suggestions were proposed as a basis for making significant contributions for the further study and analysis by the Project staff and by other interested personnel:

1. Develop a statement of position or belief about the needs, the program, the services, and the structural organization considered to be desirable for the program or service area represented by the organization. Such statement should present:
   a. The best in the research field on this topic.
   b. An analysis of the literature in this field.
   c. The best professional judgment of the members, either of a committee of the organization, the executive committee, or of the membership.

   If the statement is at the level of educational statesmanship, it will meet the following tests:

   a. It will have the support of noted and respected leaders in the field, but who are not members of the association or organization.
   b. It will convey with understanding and appreciation the ideas contained in the report to other committees, to the administrators of the state, to the State Board of Education, and to members of the legislature.
   c. If it does not meet the above tests, one of two things may need attention. First, the position paper may need to be revised and redrafted in plan and content; or, second, the position paper may be valid, but further consideration needs to be given to interpretation and communication with understanding by those who are not members of the professional area.
2. Appoint a committee, or use the Executive Committee of the Association, to react to the findings and to the reports of the Project Staff.
3. Participate in some advisory capacity as may be appropriate to the Association and to the Project Staff.

As a result of the above invitation to planning in each of the four states during 1967, and as a result of contractual agreements with selected specialists in several program and service areas, a total of 54 position papers were developed for Project Staff utilization in the development of the guidelines for school district organization (see the Bibliography). The following chapters in this report have been based, in major part, upon the findings and recommendations from these position papers, and upon other related information having relevance to the purposes of the Project.

Some Directions for Program Development

The development of the various position papers and the general direction of effort in project planning were guided in a significant manner by certain concepts and/or assumptions that were accepted as relevant. It is hoped that they will have relevancy to the eventual decision-makers in translating the guidelines into legislative statutes and to state boards of education as they develop policies and directives for implementation. The following are important in providing direction in program planning.

1. *The identification of needs to be met must precede organization.*

Planning the organization or structure for education is like the designing of a house. Before the blueprint can be drawn, careful consideration must be given to what you want and need in the house. For example, how many bedrooms will be needed? Is a family room desirable? A recreation room? A living room? What is the desired size of each room? How much closet space is needed, and where should it be located? What is the desired relationship between rooms? How should they be connected? And, above all, just what do you, the owner, want in a house that will help it to become the home that you have always wanted, and which is structured to satisfy both existing and projected future needs. All of this must be done within the financial ability of the home-owner.

Planning the structure for education or school district organization, is just like planning the house. Each parent should give consideration to what is needed and wanted for his sons and daughters so that they may become worthy members of their community, or of the communities to which they may move. Each and every citizen should give thought to the expanding educational needs required for youth to become economically productive in a world vastly different from that of a generation ago. Furthermore, the major problem of learning how to live and work together at peace and for the welfare of the immediate community in which they live, as well as in the state, in the nation, and in the world today, is an ever-present and crucial need to be met.

The house being built today is vastly different from those constructed one and two generations ago. Science and technology have created new conveniences which we, the people, have come to accept as standard for the home in which we want to live. Similarly, science and technology have created new educational needs to be met, new kinds of job opportunities with new skills and abilities for success or competence as a worker in this new position. Likewise, new programs have become essential, such as vocational education to prepare youth with salable skills in this new world of work, thus enabling them to be competitive for job placement wherever they may seek employment.

The designing of the structure for education must, therefore, be determined in relation to three broad areas, including:

1. The needs which can and should be met in the public schools of the state must be identified. As stated above, needs today are being identified at six different levels or classifications. These are at the federal, state and local levels; and, the needs considered to be essential by the pupils, by our society, and by business and industry. The identification of needs to be met is the first step to be taken in planning a structure through which they may be realized.
2. Programs must be designed to meet the identified needs. Whatever the need may be, a program must be developed to fulfill that need. This is true, whether the need is to prepare for admission to a college or a university, to prepare for a vocation, to prepare for intelligent citizenship,

or to meet special needs of the handicapped. Programs scientifically designed to meet identified needs is the second major step to be taken.

3. Services must be provided to support the programs which have been designed to meet the needs. Among other things, this includes supervisory services, statistical accounting for pupils, staff and business management, remedial services to pupils, and the provision of the facilities essential to make these services functional and practical.

The schematic concept of the above would appear as follows:

NEEDS → PROGRAMS SERVICES → SCHOOL DISTRICT ORGANIZATION

Needs determine programs and services; programs and services determine structure. However, when the structure has been established, then the schematic concept appears as follows:

SCHOOL DISTRICT ORGANIZATION → PROGRAMS SERVICES → NEEDS

At this point, the school district organization either enhances or limits the quality and the quantity of the programs and services provided, and thereby has a direct effect upon the ability of the district to meet the identified needs.

2. *School district organization is a means to an end, not an end in itself.*

As indicated above, the identification of needs to be met must precede the planning of structure or organization. Too often school districts are combined with the thought that certain additional programs and services may be provided. Although this may be true, it is not sound planning to design a school district and then determine what kind of programs can be provided by it, and what kinds of needs can then be met. This tends to make the organization of primary importance, when actually it is and must be in a supporting position to make possible those kinds of programs and educational services which are essential to meet the needs of the students, and of our society.

3. *Equitable educational opportunities must be provided for all.*

Equitable educational opportunity must be provided for all boys and girls within the state. Educational opportunity is equitable when it makes possible the fulfillment of each individual's interests and needs, and the needs of society, of the state, and of the nation. Furthermore, it must be equitable for all, regardless of where the student lives, and regardless of his socioeconomic status. This is education in and for a democracy.

4. *School district organization is the structure through which the state provides equitable educational opportunities for all.*

The educational structure, or school district organization, is the framework within which the educational goals may be attained. It is a means to an end, not an end in itself. It should make possible the following:

A. Comprehensive and equitable educational opportunities for all.
B. The meeting of educational needs as defined by governmental agencies at the federal, state, and local levels; by our culture and our society; by labor, business and industry; and by the individual student.
C. Meeting the needs of all with appropriate adaptation to variables in geography and in population factors of sparsity and density.
D. Flexibility to meet changing needs and conditions inherent in a society that is in a process of rapid social, economic, scientific, and technological change.
E. The efficient and economical utilization of human and material resources in the providing of programs and services at the desired level of quality or excellence.
F. Maintaining education as an agency of, by, and for the people.

5. *School district organization must be custom tailored to the needs to be met and to the conditions existent in the area being served.*

School district organization is and must be an individualized matter. Needs to be met differ in different parts of the state and nation. The problems of the inner-core city are vastly different in many ways from those of the very sparsely settled areas. Geographic conditions, distance factors, and many others must be taken into consideration in the planning of a structure which provides appropriately and satisfactorily for the educational needs of each and all parts of any state.

6. *Recommendations should be made by professional personnel; decisions concerning school district organization should be made by the elected representatives of the people.*

In American democracy the government is of, by, and for the people. Education is one phase of the total governmental service which is and must always be "of, by, and for the people." When one is ill, he goes to a medical doctor for advice and help. The decision to accept or to reject the advice of any one given doctor must be made by the person with the illness. So it is in education. It is the responsibility of the professional educator to present and to interpret recommendations for school district organization. Since education is a function of the state, it is the responsibility of the legislature, as the representative of the people of the state, to make decisions concerning the recommendations made by the professional education. Once adopted, the educator then has the responsibility for implementing the enacted legislation.

Summary Statement

The Great Plains School District Organization Project was created out of necessity—the necessity to organize districts so that educational programs and services of quality can be provided to meet the needs of all students in an efficient plan of organization and with economy of operation. The Project is a compact of four states for cooperative and coordinated effort to secure facts and information upon which appropriate decisions can be made for school district organization in the future. The opportunity was provided through this Project for professional educators to propose a design for the structure of education, with decision-making responsibility concerning that structure resting with the people of the several states as legislation is enacted by the state legislatures.

The remainder of this report will be devoted to various kinds of data and information essential for consideration in planning educational structure for the future. The next chapter will provide a historical perspective, followed by the dynamics of demographic factors affecting change. Chapter Six will identify needs to be met, and Chapter Seven will give consideration to quality in education. Chapter Eight will analyze the controversial factor of size in school district organization. Chapter Nine will present an analysis of all of the position papers prepared as a part of this project, and which give direction to the structure required for providing needed educational programs and services. The criteria and the guidelines for school district organization will be presented in Chapter Ten, and Chapter Eleven will suggest a plan to be followed for the study and implementation of the recommended guidelines. Finally, Chapter Twelve will consider the potential impact of change upon educational structure in the future.

CHAPTER 4

A HISTORICAL PERSPECTIVE

Desirable school district organization has been a concern of educational leaders from the time when planning for education in the nation first began. Horace Mann, the first State Superintendent of Schools of Massachusetts, recognized it as a major problem in the 1830's. Since then it has been a persistent and continuing problem. As educational needs expanded with the growing nation, as the population doubled, redoubled and doubled again, as the technological explosion occurred and major scientific advances were made, as the people demanded more educational opportunities for all boys and girls at an increasingly higher level of quality—as all of these changes and many others came, the structuring of the educational organization to provide efficiently and economically the essential programs and services at a desirable level of adequacy and quality necessitated a continuing modification and adjustment in the manner in which school districts are formed and in which they are organized to serve the needs of all the people. As the pace of change has increased in the American way of life, so has the rate of change affected school district organization.

The National Perspective

In 1932 there were approximately 127,529 school districts in the United States. This number had been reduced to 110,270 in 1944, just immediately preceding the appointment of a national commission for a study of the problems and issues of school district organization. With the centering of the attention of the leaders of the nation upon education, and particularly upon the structure considered to be essential to meet the changing educational needs of the country, the number of school districts was reduced to 67,075 in 1953, to 36,402 in 1961,[1] and to 23,158 by the fall of 1966.[2]

During the past twenty years, reorganization activity has been widespread in most of the states. Mississippi, for example, reduced the number of its districts from 4,194 in 1945–46 to only 149 in 1966. The number of districts in Kansas shrank from 6,906 to 349. In fact, 26 states reduced the number of districts by more than one-half during this same twenty year period. Only six states have not been affected with problems of school district reorganization since 1945 (Florida, Hawaii, Louisiana, Maryland, Utah, and West Virginia). Some twenty states have been actively engaged in studies and projects for a revamping of the state educational structure within the past few years.

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[1] School District Organization, *Journey That Must Not End*. American Association of School Administrators and Department of Rural Education of the National Education Association, Washington, D.C. 1962.

[2] Office of Education, Department of Health, Education, and Welfare, Washington, D.C.

Three different structural patterns have been adopted by the fifty states. One is termed a single echelon system (Hawaii) in which the entire educational effort is centralized in the state agency. It might be termed a state with only one school district. The second structural pattern is a two-level or two-echelon system. Seventeen states follow this pattern with the state educational agency being the first level and local school districts being the second level. Of these states, twelve have a county-unit type of local school district, such as Nevada with seventeen counties and seventeen school districts and West Virginia with fifty-five counties and fifty-five school districts. The third pattern is most predominant. Thirty-two states have a three-level or three-echelon school system consisting of the state education agency, some form of an intermediate unit structure, and local school districts.

It should be noted that the structure in most states, although conforming to one of the above three patterns, has been undergoing significant change within the past two decades. Fitzwater[3] points out that nearly two of every three of the fifty states have modified or significantly altered the educational structure within the past two decades, and that one in three have made major changes affecting operation and function of the school system.

Some of the more significant directions for change in structure during the past 20 years include the following:

1. Elimination of nonoperating school districts.
2. Significant reduction in the number of one room and elementary school districts.
3. Significant reduction in the number of school districts with small enrollments.
4. The growth of unified school districts (K-12).
5. Reduction in the number of the county intermediate districts.
6. The growth of multi-county intermediate administrative districts or agencies.
7. The development of metropolitan districts under one administrative authority (Nashville-Davidson County).
8. Decentralization of very large administrative districts.

Changes in the Great Plains States

Just as changes have taken place in the educational structure throughout the nation, so have changes occurred within each of the Great Plains States of Iowa, Missouri, Nebraska and South Dakota. In 1945-46 there was a total of 23,755 school districts in these four states, 5,792 in 1966, and 5,247 in 1968. The latter figure represents approximately twenty-two percent of all the districts in the fifty states. However, the rankings of these four states among the 48 states in the number of districts did not change materially over this period of time. In 1945-46 they ranked 2, 3, 8 and 13, while 21 years later they ranked 1, 2, 10 and 16 (Table 4.1), with South Dakota changing from thirteenth to second place.

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[3] C. O. Fitzwater, *State School System Development; Patterns and Trends*. Education Commission of the States, Denver, Colorado. 1968.

TABLE 4.1

Number of School Districts and Rank Among the 48 States

State	Number of districts			Rank	
	1945–46	1966	1968	1945–46	1966
Nebraska	6,987	2,388	2,172	3	1
South Dakota	3,415	2,015	1,803	13	2
Missouri	8,558	888	798	2	10
Iowa	4,775	501	474	8	16
TOTAL	23,735	5,792	5,247		

Source: Ibid., p. 10. 1968—Records in the respective State Department of Public Instruction.

In 1962, these four states and three others (North Dakota, Kansas, and Minnesota) had "almost a majority of the nation's school districts, nonoperating districts, one-teacher schools, and districts which provide elementary education only—yet these seven states enroll less than 9 percent of all school children."[4] More specifically, these seven states had 42 percent of the nation's one-teacher schools, and 48 percent of all districts providing elementary education only.

In 1968, South Dakota had 83.5 percent of the 714 nonoperating districts in the four states, and 60.3 percent of the 1,645 one-eight contracting districts (Table 4.2). Only Nebraska and South Dakota have separate high school districts (20 and 4, respectively). Unified, K-12 districts are the most common throughout the United States. A majority of the districts in Iowa (455—96.0%) and Missouri (474—59.4%) are of this type, while less than one in six are K-12 districts in Nebraska (325—14.9%) and South Dakota (211—11.7%).

Each of the four states has special districts of various kinds. For example, all districts in St. Louis County, Missouri, are also members of the St. Louis County Special School District and the St. Louis County Vocational Education District. Furthermore, Missouri has ten Junior College Districts with taxing power, and two Junior College Districts as a part of the public school, K-12 districts (Table 4.3). Nebraska has six Junior College Districts. Vocational Education in South Dakota is separated from the Department of Public Instruction, although the State Board for Vocational Education is composed of the same members that sit on the State Board of Education, but wear a different hat and employ a different chief administrator. Iowa has established four post high school vocational-technical districts, and eleven vocational-community college districts. Two post high school vocational-technical districts in Nebraska are operated by the State Department of Education; another is operated by the University of Nebraska.

One hundred thirty-seven of Missouri's 798 districts (17.2%) are members of a junior/community college district (Table 4.3). Eight of the ten junior community colleges serve districts in two or more counties, with one college serving districts in five counties. Twenty-seven of the 115 counties

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[4] *School District Organization*, op. cit., p. 5.

TABLE 4.2

Number of School Districts
Iowa, Missouri, Nebraska, South Dakota
May 1, 1968

Legend	Iowa	Missouri	Nebraska	South Dakota	Total
Nonoperating school districts	13	100	428[1]	596	1,137
Common school districts, K-8	6	224	1,399	992	2,621
High school districts	......	......	20	4	24
Unified districts, K-12	455	474	325	211	1,465
TOTAL	474	798	2,172	1,803	5,247
Other districts or schools:					
St. Louis County Special School District		1			1
St. Louis Vocational Educational School District		1			1
Junior College Districts (with taxing power)		10	6		16
Junior College Districts (K-12)		2			2
Post High School Vocational-Technical	4				4
Area Post High School Vocational-Technical School			1		1
Vocational Community College	11				11
Vocational-Technical Post High School operated by the University of Nebraska			1		1
Vocational State College				1	1
School District controlled				4	4
State Board of Education operated schools:					
School for the Blind		1	1		2
School for the Deaf		1	1		2
School for the Trainable Retarded		1	1		2
Post High School Vocational-Technical School		1	2		3

[1] In Nebraska there are five nonoperating districts without pupils or tax levy and 423 nonoperating districts which contract their pupils to other districts.

Source: Records in each of the respective State Departments of Education.

are served by one of the junior/community colleges, although not all public school districts in each of these 27 counties are members of the junior/community college districts.

HISTORICAL PERSPECTIVE BY STATES

Iowa

Iowa has a long heritage of extensive public school development.[5] The first school was created in Lee County in 1830 while Iowa was still an unorganized part of the Michigan Territory. By the time of statehood in 1846 there were 416 schools in operation (Table 4.4). From this early beginning the number of districts increased to a maximum number of 17,522 districts in 1900. Then began a reduction in the number of districts to the present 474. During this time, Iowa progressed through six organizational periods, as follows:

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[5] Ellis G. Hanson, *A Design for Educational Organization in Iowa*, June, 1968.

TABLE 4.3

Junior College Districts and Public School Districts In Missouri

Junior College/ Community College	Number of Districts by Counties					Total No. Counties	Total No. Districts
	First County	Second County	Third County	Fourth County	Fifth County		
Crowder	5	1				2	6
Jefferson	13					1	13
Metropolitan	6	2	1	1		4	10
Mineral	5	1	3	2	1	5	12
Missouri Southern	9					1	9
Missouri Western	4	2	1			3	7
State Fair	13	3				2	16
Jr. Col. Dist. of St. Louis	26	1	1	1[1]		3+1[1]	29
Three Rivers	8	2	5	7		4	22
East Central Missouri	12	1				2	13
TOTAL (10 Junior/Community Colleges)	101	13	11	10+1[1]	1	27+1[1]	137

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[1] City of St. Louis, which is neither a county within itself nor a part of a county.

Source: Records in the State Department of Education.

Period 1—Unorganized Period, 1830–1858

Schools were created as a result of individual community initiative and desire, but within no general legal framework.

Period 2—Township Period, 1858–1872

In 1858, the township was established as the legal entity for organizing school districts. The contested legislation permitted the creation of an unlimited number of schools but specified the township as the legal area for taxing and organization for public education.

Period 3—Sub-districting, 1872–1900

Legislation in 1872 permitted the subdivision of the township for school districts. As a result there were 16,335 schools in operation in 1900, 12,623 of which were one-room rural schools. Also, the all-time record of 17,522 school districts was recorded in this same school year. Throughout this period, county superintendents and state superintendents continually admonished the citizens of the state and the legislature to return to a more adequate school district size.

It was during this period that legislation permitted the creation of a county high school, one of which was formed in Guthrie County in 1875. The concept of one administrative district serving multiple attendance centers emerged at this time in Iowa.

Period 4—Consolidated School Movement, 1900–1922

The consolidation of school districts was brought into operation as a result of (1) the 1897 law permitting transportation payments from school contingency funds when a savings in expenses could be realized; (2) the continued and persistent recommendations of the educational leadership; (3) the 1906 Consolidated School Law which envisioned a statewide pattern of school consolidation; and (4) 1911 legislation providing a $500 incentive for normal training courses and 1913 incentive legislation which provided payment of $250 to $500 to districts with adequate facilities and equipment and certified teachers in the areas of home economics, agriculture, and other industrial and vocational subjects. By 1921, 418 consolidated schools had been created, but the movement came to an abrupt halt with the agricultural recession of 1921–22. It was within this same period that the greatest reduction occurred in the number of school districts. The 17,211 districts existing in 1904–05 were reduced to 5,010 in 1905–06, a decrease of 70.9 percent in one year.

Period 5—Organizational Stability, 1922–1953

Little change occurred in school district organization during the succeeding three decades. There were 4,639 districts in 1922, and 4,558 in 1953.

Period 6—Community School Movement, 1953–1968

In 1953, a reorganization movement began with legislation which sought two objectives: (1) to create districts consistent with the legislative directive for equal educational opportunities in efficient and economical districts; and (2) to eliminate non-high school districts. The effectiveness of the legislation is to be noted in the decrease of the 4,142 districts in 1955 to 1,575 in 1960, and to 1,056 in 1965. The final phase of the community school movement was initiated by the Iowa Legislature in 1965 with the passage of legislation requiring all areas of the state to become a part of a legally constituted school district maintaining a high school by July 1, 1967. As a result, an additional 579 school districts, mostly nonoperating school districts, were eliminated by 1968, when there were 474 districts in the state.

TABLE 4.4
School Districts In Iowa

Year	Number of districts	Year	Non H.S. districts	H.S. districts	Total
1846–47	416	1955–56	3,334	808	4,142
1850–51	2,539	1956–57	2,903	788	3,691
1860–61	6,575	1957–58	2,578	745	3,323
1870–71	9,427	1958–59	2,085	694	2,779
1880–81	15,080	1960–61	1,013	562	1,575
1890–91	16,839	1961–62	881	510	1,391
1900–01	17,522	1962–63	762	469	1,231
1911–12[1]	5,022	1963–64	701	463	1,164
1920–21	4,884	1964–65	639	459	1,098
1930–31	4,874				
		1965–66	598	458	1,056
1940–41	4,865	1966–67	47	455	502
1950–51	4,652	1967–68	19	455	474

Source: Ellis G. Hanson, "Planning For School District Organization in Iowa." Iowa Department of Public Instruction, Des Moines, Iowa. Mimeographed. 1967. pp. 37–42. Also, from records in the Department of Public Instruction.

The process of adding to and reducing the number of districts has been in keeping with policy established by the legislature. The Iowa statutes provide:

> It is hereby declared to be the policy of the State to encourage the reorganization of school districts in such units as are necessary, economical and efficient and which will insure an equal opportunity to all children of the state. (275.1)
> Every school shall be free of tuition to all actual residents between the ages of five and twenty-one. (286.6)

The Iowa Supreme Court has not only upheld these statutes but provided added strength and support to the concept of the state's function and responsibility when it declared:

> The principle of free education is the richest legacy of our Puritan civilization, and a liberal construction of our statutes must be given, in order that its benefits may inure to those who claim its privileges. (282.6, 197 Iowa 191 N.W. 47, 1924.)

Missouri

Prior to statehood and for sometime thereafter, the schools in Missouri were operated on a private basis. The beginning of public education came with the adoption of the Constitution in 1820 which provided that "Schools and the means of education shall forever be encouraged in this state." Records indicate that there were some fifty public schools in operation from 1820 to 1833. By 1870, 6,068 school districts had been formed of which 5,994 were 1–8 elementary districts (Table 4.5). In 1900, the number had increased to 10,499, after which there was a gradual and continuing decline to the present 798 school districts. The largest decline occurred during the past two decades, with the number being reduced from 6,348 in 1950 to 1,921 in 1960 (69.7%), and to 798 in 1968 (58.4%).

TABLE 4.5
School Districts In Missouri by Decades

Year	Elementary districts 1–8	12 year districts 1–12	Number of districts
1870	5,994	74	6,068
1880			8,149
1890			9,205
1900	10,156	343	10,499
1910	9,670	419	10,089
1920	8,783	703	9,486
1930	7,751	1,006	8,757
1940	7.813	848	8,661
1950	5,696	652	6,348
1960	1,386	535	1,921
1968			798

Source: Arthur L. Summers, "School District Development in Missouri." The Great Plains School District Organization Project, Lincoln, Nebraska. Mimeographed, p. 19. The 1968 figure provided from the records in the State Department of Education.

The increase or decrease in the number of school districts follow very closely major educational studies and legislative enactments in the state of Missouri. The first significant interest was expressed in the Governor's appointment of a commission in 1833 to examine the possibilities for establishing a free public school system. This was followed by the Geyer Act in 1839 which made possible the organization of congressional townships for school district purposes. The establishment of local school districts was authorized in 1853. The township plan was adopted in 1839, virtually eliminated in 1853, reconstituted in 1866 and abolished in 1874. Almost every state superintendent beginning in 1875 advocated a consolidation of existing school districts. The first basic school consolidation law was enacted in 1901. Transportation was authorized in 1913, but it did not become a reality until 1931. The major school district reorganization law, enacted in 1948, gave the county boards of education greatly increased authority and responsibility in the reorganization of school districts, with proposals to be approved by the State Board of Education and voted upon by the citizens. A school building aid incentive of $25,000 with matching local funds was enacted in 1948, and was increased to $50,000 in 1951.

In 1950 the State Board of Education appointed a twenty-two member Missouri Citizens Commission for the Study of Education. Recommendations included the following:

1. County board members should be selected by popular vote of the people.
2. Unsound proposed districts should not be allowed to be presented.
3. The law should be revised to prevent county plans from being unduly delayed.
4. County board should be given authority to divide districts when proposing enlarged districts.
5. All plans and proposals should be approved by the State Board of Education unless each proposed district had a minimum of 400 pupils in average daily attendance.

In 1965 Governor Hearnes inaugurated two education studies which took into consideration the problems existing because of the number of relatively small school districts. One recommended that a master plan for school district reorganization be developed so that no district in rural areas would have fewer than 500 pupils, and preferably 750, in grades nine through twelve, and 1,000 to 1,500 in urban areas. A study of vocational-technical education emphasized the need for vocational training, and pointed out the great limitations of many small high school districts in offering comprehensive educational programs except at very high cost. The net effect has been that many districts do not offer comprehensive vocational programs.

The above resume has indicated the continuing and increasing interest and concern of the citizens of Missouri for adequate educational opportunities for all youth in the state. This concern was especially manifested by recent legislative support for a statewide study currently underway which is designed to restructure the state's system of school district organization.

Nebraska

The first school law in Nebraska was enacted by the territorial government in 1855. Its purpose was "to establish the common school system." The original State Constitution of 1866 recognized the public schools and accepted the obligation of providing financial support for them. However, the Constitutional Convention of 1875 eliminated the state taxation clause for the support of public education. From 1875 to 1967, all taxation for school purposes (with one very minor exception) was levied at the local school district level.[*]

Concurrent with the development of local school districts was the formation of the county superintendent's office, or the first intermediate unit. It was first established by the territorial government and officially adopted by the state legislature in 1881. The county intermediate unit has remained as a part of the state's total school plan of organization since that time, with its original delegated duties remaining about the same through the years. In 1965 the legislature created a second intermediate unit structure with the formation of 19 multi-county educational service units. The dual system of intermediate units is unique on the American scene.

It was the policy to organize a school district as soon as there was a sufficient number of people residing in a given area to justify a school center, a plan that has continued throughout the succeeding years. In 1869–1870 Nebraska had a total of 797 school districts, 20 of which were organized to provide education through the twelfth grade (Table 4.6). By 1900 there were 6,708 districts, 448 of which operated a twelve year program. The number increased to 7,264 in 1920, since which time there has been a gradual decrease in the total number of school districts in the state. Twenty years later there were 7,192, and 3,933 in 1960. The 2,172 districts in 1968 represent the largest number of districts in any of the fifty states.

Since 1900 State Superintendents of Public Instruction have emphasized the great need for school district organization. Although the need was clearly pointed out, no significant legislation occurred until the 1949 Act

TABLE 4.6
School Districts in Nebraska by Decades

Year	Number of districts	Number of K–12 dist.	Year	No. of districts	No. of K–12 districts
1869–70	797	20	1939–40	7,192	836
1879–80	3,132	70	1944–45	6,975	665
1889–90	6,243	250	1949–50	6,734	647
1899–00	6,708	448	1954–55	5,924	693
1909–10	7,071	534	1959–60	3,933	394
1919–20	7,264	749	1964–65	2,701	389
1929–30	7,244	940	1967–68	2,172	345

Source: *Ibid.*

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[*] William Schroeder, *Great Plains School District Organization Project—Project Report for Nebraska*. The State Department of Education, Lincoln, Nebraska. 1968. Chapter 1.

TABLE 4.7

Elementary and Secondary School Enrollments by Counties

Total Elementary-Secondary School Enrollment	Number of Counties					
	Iowa	Missouri	Nebraska	South Dakota	Total	Cumulative Total
Less than 250			4	2	6	6
250– 499			10	3	13	19
500– 999		1	10	9	20	39
1,000– 1,499	1	15	12	15	43	82
1,500– 1,999	6	18	13	11	48	130
2,000– 2,499	8	16	13	8	45	175
2,500– 2,999	5	12	11	6	34	209
3,000– 3,499	17	4	5	4	30	239
3,500– 3,999	5	10	3	2	20	259
4,000– 4,499	15	3	1	1	20	279
4,500– 4,999	9	4		2	15	294
5,000– 5,999	10	6	2	1	19	313
6,000– 6,999	6	2	2		10	323
7,000– 7,999	1	5	2		8	331
8,000– 8,999	4	3		1	8	339
9,000– 9,999		3	2		5	344
10,000–19,999	8	7	1	1	17	361
20,000–29,999	3	3		1	7	368
30,000–39,999	2		1		3	371
40,000–49,999						371
50,000 and over	1	2	1		4	375
TOTAL	101	114	93	67	375	
Range	1,408– 63,264	754– 281,936[1]	173– 78,980	108– 22,706	108– 281,936	

[1] St. Louis City and St. Louis County combined.

Source: Latest available reports from the respective State Departments of Education.

which provided for a semipermissive method of school district reorganization. County reorganization committees, elected in each county, were charged with the responsibility of studying school district organization needs and to prepare comprehensive plans for submission to the state committee. However, no penalties were imposed for noncompliance, and little change occurred.

In 1955 provision was made for legal voters to petition for a change of school district boundaries or to create a new district with other districts. Provision was made in 1965 for residents of Class I or Class II districts to petition for a reorganization election to merge with another Class II, III, IV, or V district. Some progress was made, but the major problems of school district organization remains for future action by the legislature.

The prevalence of Class I districts (Common School Districts, 1–8) has been prolonged, in part, by the sparsity of population in large portions of the state. For example, in 1967–68 four counties had a total elementary and secondary school enrollment of less than 250 pupils, with the smallest number being 173 (Table 4.7). Twenty-four counties have less than 1,000 pupils. In Nebraska local school attendance centers have been associated with an administrative district, regardless of the size of the pupil enrollment. The problem of sparsity is likewise evidenced in the large number of very small local K-12 school districts. Nebraska has 11 districts enrolling less than 100 pupils. K-12 (Table 4.8), and 282 districts enrolling less than 1,000 pupils. The latter figure represents 87.0 percent of all K-12 districts in the state.

South Dakota

The history of education in South Dakota began with the close of the Civil War. The Homestead Act of 1862 opened the way for land settlement, but the war retarded any serious attempts until 1867. The 1860 Caucasian population of 2,576 increased to 11,981 by 1870, and the discovery of gold in the Black Hills brought with it an influx of people from the East. Historians cite the extension of the railroads across the state in 1879 as the beginning of the real "boom."

The Educational Department of the territory of Dakota was created in 1864. By 1871 there was an estimated school census of 3,946, 10,000 in 1876, and 39,742 in 1879. The township system was mandatory for districts organized after 1883, and it had been adopted by 68 of the 83 organized counties in the territory by 1886. There were 865 school districts in these 68 counties, and 1,150 in the remaining 15 counties, or a total of 2,015 districts (Table 4.9). Eventually the township system was abolished, but the township school district remained in many counties for several years.

TABLE 4.8

Size of Local K-12 School Districts

Size	Iowa	Missouri	Nebraska	S. D.	Total	Cumulative Total
Less than 100	....	4	11	7	22	22
100– 499	119	166	217	141	643	665
500– 999	190	136	54	37	417	1,082
1,000– 1,499	57	63	15	11	146	1,228
1,500– 1,999	30	33	8	4	75	1,303
2,000– 2,499	23	23	3	1	50	1,353
2,500– 2,999	11	8	4	4	27	1,380
3,000– 3,499	3	7	2	1	13	1,393
3,500– 3,999	2	3	1	2	8	1,401
4,000– 4,499	....	3	1	....	4	1,405
4,500– 4,999	1	4	1	....	6	1,411
5,000– 9,999	13	21	5	1	40	1,451
10,000–14,999	....	6	....	1	7	1,458
15,000–19,999	3	3	....	1	7	1,465
20,000 and over	3	3	2	....	8	1,473
TOTAL	455	483	324	211	1,473	

TABLE 4.9

School Districts in South Dakota

Year	Number of districts	Year	Number of districts
1886	2,015	1948	3,409
1900		1950	3,395
1910		1955	3,295
1920	3,183	1960	3,012
1931	3,449 (all time high)	1965	2,358
1940	3,429	1968	1,803

Source: Earl Boxa, "A Brief History of Education in South Dakota." The South Dakota State Department of Education. 1968.

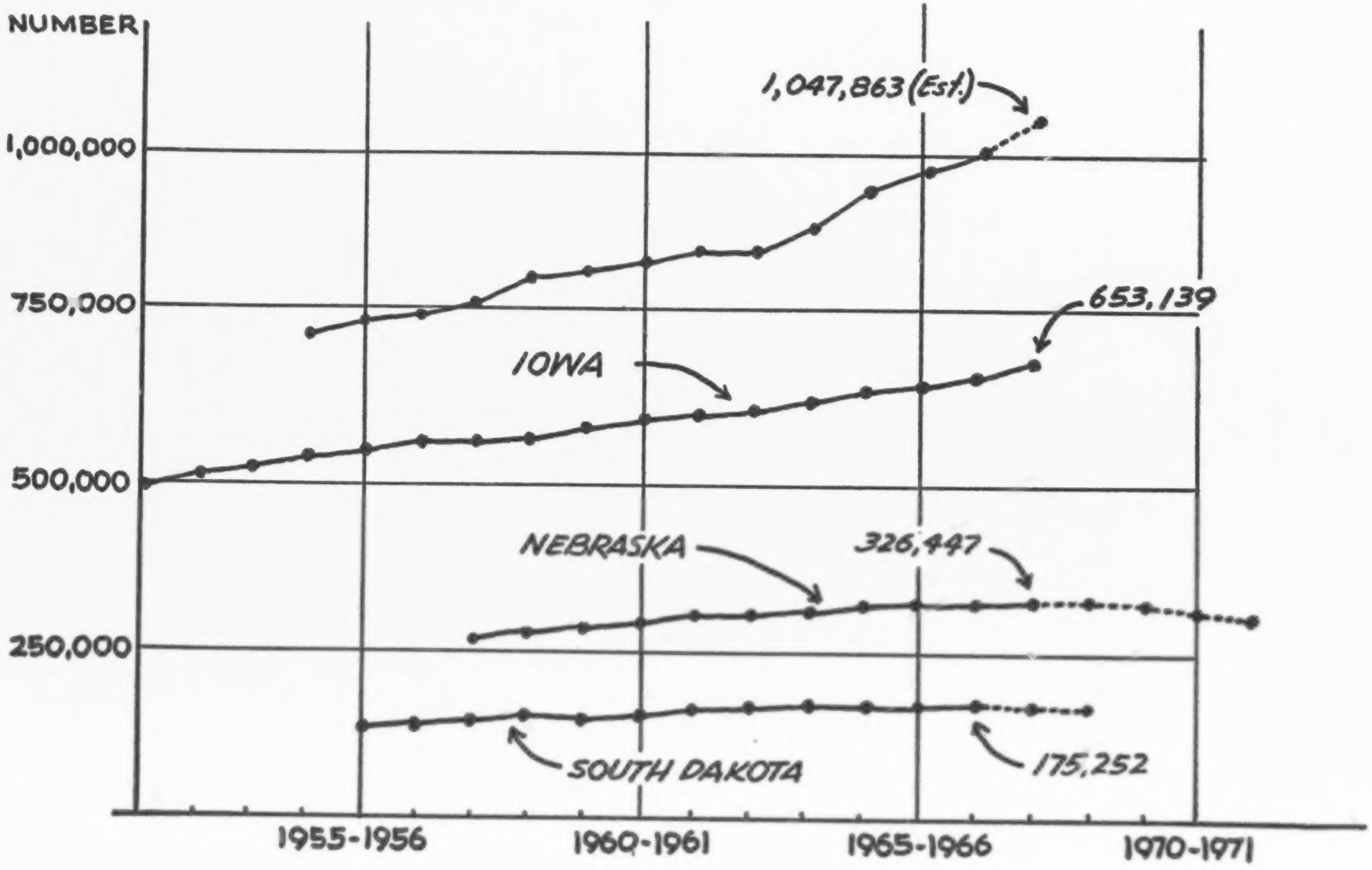
An ineffective 1951 school district reorganization act laid the groundwork for important gains in 1955 when legislation provided for the establishment of a seven member County Board of Education with responsibility for the development of a master plan for the reorganization of school districts in the counties. The State Board of Education was delegated responsibility for developing minimum standards and for rejecting or approving all master plans. Some progress was made, but further action was needed. Accordingly, the 1967 legislature enacted mandatory legislation whereby all land must be within a twelve-year school district on or before July 1, 1970, offering an accredited school program, and meeting the standards adopted by the State Board of Education. In effect this would terminate all non-operating districts and all common school districts in the state. At the present time this legislation has been referred to a vote of the people as a result of the efforts of the South Dakota Stockgrowers Association. The voice of the people will be heard in November, 1968.

As in Nebraska, sparsity of population has provided a major problem to be overcome in establishing schools with comprehensive educational opportunities for all children. Especially has this been true in four counties with a public school enrollment of less than 250 pupils (Table 4.7) and with twenty-four counties enrolling less than 1,000 pupils. The problem of sparsity is likewise evidenced in the large number of very small local K-12 school districts. South Dakota has seven districts enrolling less than 100 pupils (Table 4.8), and 185 districts enrolling less than 1,000 pupils. The latter figure represents 87.7 percent of all K-12 districts in the state (compared with 87.0 percent for Neraska).

Public School Enrollments—1968

Slightly more than two million pupils are enrolled in the public schools of the four Great Plains States. Missouri and Iowa have shown consistent gains in enrollments over the past several years, while Nebraska and South Dakota have made slight gains, but with indications that enrollments will decrease during the next few years (Graph 4.1). The gains experienced by Missouri have been made primarily in the metropolitan areas of the state, a situation which may be expected to continue for the next few years. On the other hand, demographic factors in South Dakota and Nebraska (see

GRAPH 4.1 - PUBLIC SCHOOL ENROLLMENTS



Chapter 5) give evidence of sparsely populated areas becoming even more sparsely inhabited, and with an anticipated decline in pupil population.

Summary Statement

The citizens of the four Great Plains States have been concerned about education for their children. The great increase in the number of districts throughout the 19th century is ample evidence of their faith and belief in education. The reduction in the number of districts since 1900 was accompanied by two conflicting points of view. Great resistance was encountered in effecting an elimination of districts. This resistance was based upon a desire to retain local control at a very elementary level and for certain tax advantages. On the other hand, the people, with assistance from the educational leadership, sought to improve the quantity and the quality of the educational opportunities for all the children, and to effect desirable economies in the process.

While it has been common practice to establish a school district with each attendance center, the development of multi-attendance centers within a single administrative district began to emerge during the past few decades. Likewise, the great number of nonoperative and of contracting districts has been greatly reduced during the past decade, and there is evidence that such districts may disappear entirely within the very near future.

Significant decreases in the total number of districts have been made during the past two decades. However, most of these decreases have been the result of the elimination of nonoperative districts and of common school (1–8) districts, and some consolidations occurring in K–12 districts. The present 5,247 school districts in these four states represent more than 22 percent of all school districts in the 50 states. Nebraska and South Dakota rank number one and two respectively in the number of school districts, a figure which represents more than 17 percent of all districts in the United States.

Sparsity of population has had a significant influence in both the number of school districts with small enrollments and in the identification of an attendance center as an administrative district. Extremes in enrollments are in evidence within the four states, with Arthur County, Nebraska enrolling only 173 public school pupils and St. Louis City and St. Louis County, Missouri, enrolling 281,936 public school pupils. While public school enrollments have increased in all four states during the past several decades, there is evidence that those with major metropolitan centers will continue to increase, while all sections of all four states without metropolitan centers will decline in the immediate future. On this basis Missouri may anticipate continued rapid growth in total enrollment, Iowa will continue to experience moderate growth, while decreases may be anticipated in Nebraska and South Dakota.

The significance of demographic factors upon the population and school district organization will be identified in the following chapter.

CHAPTER 5

PEOPLE IN TRANSITION[1]

Education is a service to the people. Where people live, how they live, the number of people to be educated, and the mobility of the people are only some of the perplexing and troublesome problems to be taken into consideration in planning the structural organization for an adequate and defensible state school system. Areas of a state which are declining in population pose serious problems concerning the construction of school facilities which may be vacant within the near future, or have such a small enrollment that the attendance center can no longer be justified either from the quantity and quality of the educational program or for the economy of operation. At the same time, the influx of peoples into urban centers creates overcrowded conditions and tests the economic capacity of the area to provide adequate educational housing, facilities, programs and services. People are in transition; and, they are in transition because they are seeking a better way of life in an emerging economy of change. A state, in the development of a plan for school district organization, must design a system that not only recognizes these demographic and economic factors, but builds in the capacity for adaptation to a mobile people in transition from conditions that existed a few years ago to what the state and nation are now in the process of becoming.

National Population Trends

The United States is an outstanding example of a country experiencing a very rapid growth. The population doubled five times between 1790 and 1950. The first three of these increases occurred at intervals of approximately 35 years from 1790 to 1865. It doubled again in the following 35-year period to 1900, and again in the 50-year period to 1950. The restricted immigration regulations and low birth rates during the Great Depression of the 1930's tended to retard the population growth and to cause projections of a 165-million mark by 2000 to be completely unrealistic. Actually this figure was exceeded in 1955. It is impossible to say at this time if the presently expected population of 300 million by 2000 will be equally unrealistic, and whether or not this figure will be too low or too high.

The gains already made in the population have not been evenly distributed over the country. In the fifteen year period from 1950 to 1965, 43 percent of the total population increase in the United States occurred in five states: California, New York, Florida, Texas and Ohio. During this period of time demographers wrote excitedly about the four emerging areas, each one of which was a major megalopolis: (1) the far west and southwest; (2) the gulf coast area, from Florida to Texas; (3) the Great Lakes area, from Milwaukee to Buffalo; and (4) the Eastern Metropolitan Complex from Boston to Charlotte, North Carolina.

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[1] Helpful content material for this Chapter was secured from the Project Publication entitled *People, Places and Perspectives*, prepared by Dr. Ellis G. Hanson, Project Director for Iowa.

The developing technology and emerging social, economic and political structure contributed to a remarkable change in important segments of the American society. Whereas 95 percent of the population was located in rural areas, as reported by the first census in 1790, approximately 70 percent was reported to be in urban areas in 1960. This trend is expected to continue, with reliable projections estimating the ratio to be 80 percent urban and 20 percent rural by 1980.

There are several discernible trends in the character of this urban development:

1. The central cities have experienced stable or very small population growth during the past 15 years, since expansion has been limited as a result of the corporate structure of the suburban fringe.
2. Major increases have occurred in the suburban areas of the large cities. In 1965 it was estimated that 52 percent of the urban population was located in areas outside and surrounding the central cities. It is expected to reach 60 percent by 1980.
3. Mobility within the urban complexes was characterized by a high rate of in-migration of non-whites from many areas of the nation and an out-migration of whites to the suburban fringe area. In 1960 approximately 95 percent of the Negroes residing in the North and West sections of the United States lived in urban areas.
4. Whereas industry tended to be concentrated along the railroads, canals and rivers, it, too, is tending to move to suburban areas with the development of superhighways and ready access to interstate thoroughfares for the movement of both goods and services.

National population trends have had significant impacts on education. First, of course, is the great increase in the population, and the necessity to provide classrooms, equipment, and staff personnel in ever-increasing numbers and at an ever-increasing cost due to both numbers and to inflation. A second impact has been the decline of population in those areas which have a sparse population and the great increase in those areas which already have a concentration of people. As one speaker said, "The sparse areas are becoming sparser, and the dense areas are becoming denser." The density/sparsity factor raises a serious question concerning the capability of the several states to provide comprehensive educational programs to meet the needs of all youth and adults in all sections of the county. This refers especially to those living in sparsely populated areas, and to the particular needs and demands for educational programs and services in the central cities.

A third impact is the divergent level of educational training among the people, both in-migrants and out-migrants. Those moving into the central cities, for the large part, have a lower level of educational training and of

TABLE 5.1

Live Birth Rates in the Great Plains States
(Per 1000)

Year	United States	Iowa	Missouri	Nebraska	South Dakota
1940	17.9	18.6	18.0	17.3	27.7
1950	23.6	24.1	22.2	24.1	25.9
1960	23.7	23.3	22.7	24.3	25.9
1965	19.4	18.5	18.1	18.8	19.7
1967	18.5	18.1	18.0	17.5	18.4

skills for employability than do those already there. This suggests that some of the educational problems of the central city were created in those areas from which the people migrated. Had the training programs been adequate in those areas, then these migrants would have possessed the skills and capability for employment when they came to the central city. While these undertrained citizens were moving into the central city, the highly trained people of the central city were moving to the suburbs. Once again, the problem of providing appropriate educational opportunities in the central cities, in the suburban area, and in the sparsely populated areas challenged the capacity and the adaptability of the existing educational structure to cope appropriately and satisfactorily with the emerging problems of a mobile people in a rapidly changing social, scientific and technological society.

POPULATION CHANGE

Live Births

The national trends indicated above have had their impact upon the four Great Plains States. For example, the number of live births increased from 1940 to the late 1950's, with Missouri and Iowa making the greatest gains (Graph 5.1). All four states have experienced declines in the 1960's, with estimates for 1968 revealing continuation of the decline which approaches the level of live births in the late 1930's. Likewise, the live birth rate per 1000 population increased after the lows of the depression years to highs in the 1950's, and with a continuing decline in the 1960's to levels comparable to the 1940 rate (Table 5.1).

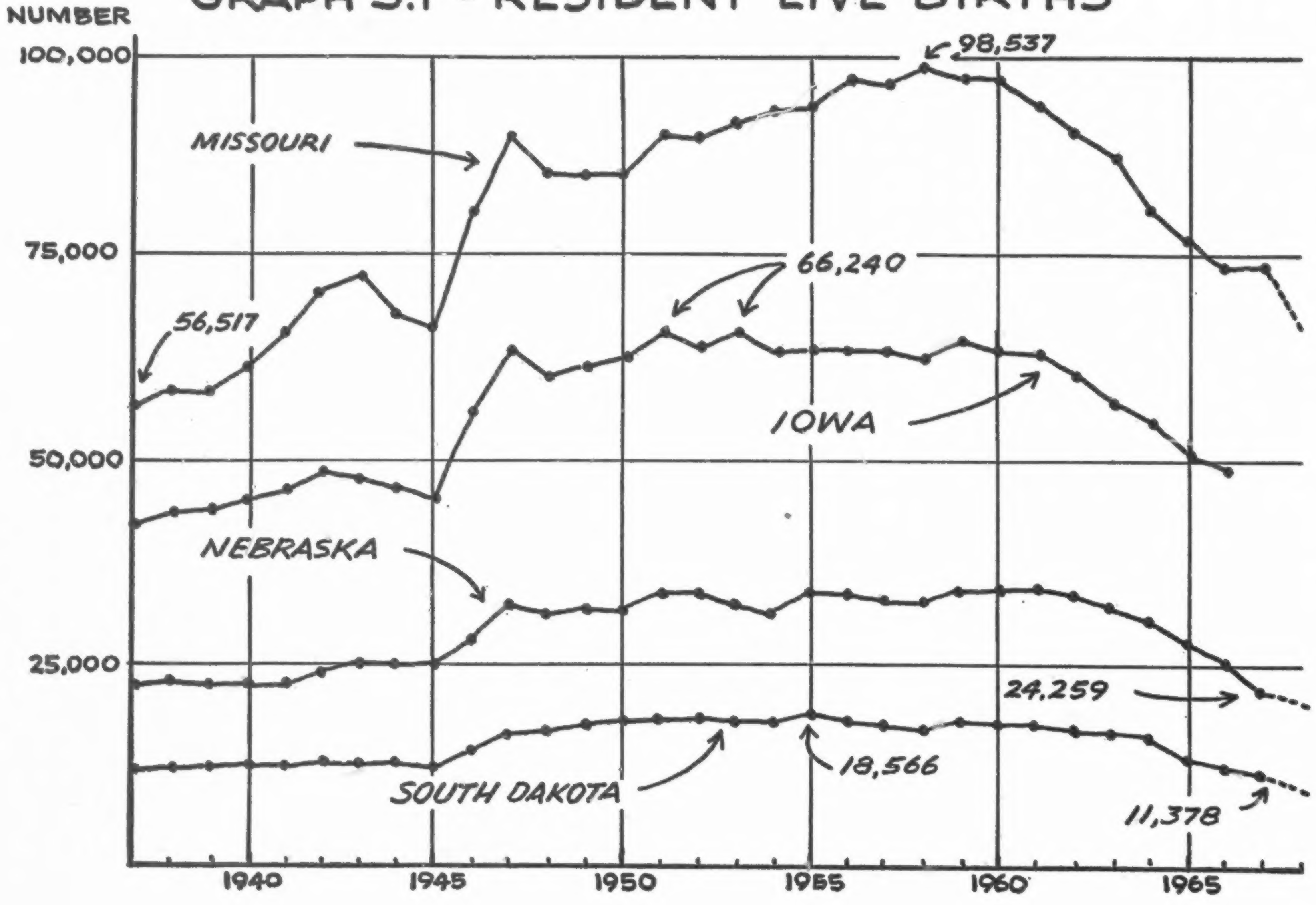
An internal analysis of the birth rates by states indicates that the highest gain in rates was recorded in metropolitan counties, and that predominately rural counties have consistently recorded the largest declines in live birth rates. This is indicative of a significant migration of the 18–44 child-bearing age group from rural to urban areas.

Age Composition

Some significant changes have taken place in the age structure of the American population. Included in these changes are the following:

1. An increase in average age from 16 in 1800 to a median age of less than 30 in 1960.
2. The percentage of the total population under 15 and over 65 has increased substantially.

GRAPH 5.1 - RESIDENT LIVE BIRTHS



3. The percentage of the total population in the 25–45 age group has decreased markedly.
4. The decrease in live births and the increase in life expectancy have resulted in a decline of the median age of the population of the United States from 30.2 years in 1950 to an estimated 27.2 years in 1965.
5. Due to the changing composition of the population in the United States, it is expected that in the next fifteen year period:
   - a. the 65 and over age group will increase by 27 percent,
   - b. the 35–64 age group will increase by 8 percent,
   - c. the 18–34 age group will increase by 57 percent,
   - d. the 14–17 age group will increase by 17 percent, and
   - e. the 13 and below age group will increase by 11 percent.
6. The pattern in the four state area will probably follow national trends, excepting that the percent of the population 65 and over will increase at even a faster rate.

Migration

A general pattern of out-migration began in the Great Plains States with the turn of the century and has continued unabated to the present time. An analysis of migratory patterns reveals that only counties with large urban centers experienced a gain in population due to a greater in-migration than an out-migration of people. Thus, only six counties in Iowa recorded a gain from 1950 to 1960, 18 in Missouri, five in Nebraska and four in South Dakota.

In South Dakota the out-migration was offset by resident births from 1960 to 1965, resulting in a small net gain in the population. During these five years, a total of 86,888 resident births were recorded, 34,040 resident deaths, and a natural increase of 52,848. However, the estimated net migration was a minus 36,401, leaving a net increase of 16,447. Also, during these five years, 57 counties experienced a net migration loss, nine experienced a gain, and one had no change. Thirty-five counties had a net decrease in population, and 32 counties experienced a net increase.[2]

Rural-Urban Populations

One of the remarkable changes in the U.S. population during the present century has been the decrease in the number of people living in rural areas and the increase in the number living in urban areas. While the nation had moved from 95 percent rural in 1790 to 60.3 percent in 1900, the change was even more rapid in the following 60 years when the ratio was 70 percent. It is projected to be 80 percent in 1980.

The four Great Plains States have participated in this shifting of rural to urban living. In 1960 the U.S. Census Bureau reported 66.9 percent of the total population in Missouri as urban, 53.0 percent in Iowa, 54.3 percent in Nebraska, and 39.3 percent in South Dakota. Within a ten year

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[2] Public Health Statistics, 1965. South Dakota Department of Health. Division of Public Health Statistics, Pierre, South Dakota. p. 9.

TABLE 5.2

Rural/Urban Populations in the Four Great Plains States

State	Percent of population in 1960		Percent of change, 1950–1960		
	Urban	Rural	Urban	Rural	Total
United States	69.9	30.1	+ 5.9	–5.9	
Iowa	53.0	47.0	+16.9	–5.5	+5.2
Missouri	66.6	33.4	+18.2	–5.2	+9.2
Nebraska	54.3	45.7	+23.2	–8.3	+6.5
South Dakota	39.3		+23.3	–5.2	+4.3

period this represents an increase of from 16.9 percent in Iowa to 23.3 percent in South Dakota (Table 5.2), and a corresponding decline of a little over five percent in the rural population in Iowa, Missouri and South Dakota, and over eight percent in Nebraska.

Thirteen areas within the four states were classified by the U.S. Census Bureau in 1960 as Standard Metropolitan Statistical Areas (SMSA's). Six of these were in Iowa, four in Missouri, two in Nebraska and one in South Dakota. The classification included the following:

Iowa: Cedar Rapids–Linn County
Davenport, Rock Island and Moline–Scott and Rock Island Counties
Des Moines–Polk County
Dubuque–Dubuque County
Sioux City–Woodbury County
Waterloo–Black Hawk County

Missouri: Kansas City–Johnson and Wyandacte County, Kansas; Clay and Jackson Counties, Missouri
St. Joseph–Buchanan County
St. Louis–St. Louis City, Jefferson, St. Louis and St. Charles Counties, Missouri; Madison and St. Clair Counties, Illinois
Springfield–Greene County

Nebraska: Lincoln–Lancaster County
Omaha–Douglas and Sarpy Counties; Pottawattamie County, Iowa

South Dakota: Sioux Falls–Minnehaha County

Population trends within the four states is evidenced by increases within the SMSA's and decreases in three of the four states outside the SMSA's from 1950 to 1960. The percent of increase in the SMSA's was 18.0%, 27.3% and 22.1% respectively in Iowa, Missouri, Nebraska and South Dakota; outside the SMSA's the percentages were –0.2%, –0.9%, –3.1% and +2.1% respectively. Thirty-three percent of Iowa's total population was concentrated in six urban areas in 1960, while 57 percent of Missouri's population was located in only four SMSA's. Thirty-seven percent of Nebraska's total population was reported in Omaha and Lincoln, and twelve percent of South Dakota's population was located in the Sioux Falls-Minnehaha County SMSA. Missouri, with 57 percent urban population, was the only one of the four states that approached the national average of 63 percent urban population in 1960.

Sparsity/Density Factors

All of the foregoing suggests an increase in the density of populations in some areas of each state and a corresponding decrease in other areas. The topography, climatic conditions, natural resources and the resulting patterns of industrial development have resulted in extremely diverse distributions of the population. For example, the highest population density within any one county was in the St. Louis area with 12,296 people per square mile. This compares with 1,032 in Nebraska, 448 in Iowa and 106 in South Dakota. The lowest density per square mile within any one county is recorded in both Nebraska and South Dakota—one person or less per square mile. In Missouri the lowest density per square mile for any county is six and 18 in Iowa. In 1960 the average density of population in the United States was 50.5. The comparative figure was 49 in Iowa, 63 in Missouri, 18 in Nebraska and nine in South Dakota. The national ranking in total population of these four states among the 50 states was 24, 13, 34 and 41 respectively.

White-Non-white Populations

Approximately one in ten of the total population in the United States is Negro. This ratio has remained fairly constant during the present century (11.6% in 1900; 10.6% in 1960). Only Missouri approached the national average in 1960 with 9.0 percent of the population being Negro. The ratio was 2.08 percent in Nebraska, 0.9 percent in Iowa, and 0.17 percent in South Dakota. The substantial in-migration of non-whites from 1940 to 1960 moved into the urban centers of Omaha-Council Bluffs, Lincoln, Kansas City, St. Louis and Des Moines.

South Dakota represents a different picture. While Iowa, Missouri and Nebraska experienced an in-migration of non-whites from 1950 to 1960 of 12.3, 9.3 and 17.5 percent respectively, South Dakota had an out-migration of 19.4 percent. This was a result of a substantial out-migration of Indians, a movement which began in the early 1940's.

Population changes within the past two decades have been remarkable. The high birth rates of the 1940's and 1950's gave way to rates below those of the depression era. The birth rates have affected the age composition of the population by greatly increasing the percentage in the child bearing age. The mobility of the population has been characterized by in-migrations into the metropolitan areas from many parts of the country, and an out-migration of whites from the central city to suburbia. Rural populations continue to decline, and SMSA's continue to grow and expand. Sparsely populated areas are becoming more sparsely populated, while densely populated areas continue to attract in-migrants. Negroes constitute a significant number of the in-migrants for Iowa, Missouri, and Nebraska, while Indians are out-migrants from South Dakota. All of these population changes have a direct effect upon educational needs and programs, and upon the structure required to meet these needs for a mobile people in transition.

ECONOMIC CHANGE

Economic change in the states has been even more pronounced and significant for education than has the change in the population. One analyst describes the evolution through three specific periods: the Agricultural Era to the turn of the century, the Industrial Era to the present time, and the emerging Human Resources Era.[8] The writers contend that the latter will provide man his employment through intellectual endeavors rather than the transformation of natural resources to useful products, as formerly. The Era has five distinctive characteristics:

1. Though total employment in manufacturing will increase, the percent of the total work force engaged in manufacturing is expected to decline from the present 27 percent level to 23 percent in 1975.
2. A population growth of 14 percent between 1965 and 1975 will result in a substantial increase in economic activity.
3. White collar occupations will increase and account for over half of total employment by 1975.
4. Annual rate of growth for the gross national product is projected to be 4.2 percent, which is substantially above the 2.8 percent annual average for the 1929–1964 period.
5. Expendable income available to the average family will increase. In 1960, 16.8 percent of the U.S. households earned in excess of $10,000. This is expected to increase to 30 percent by 1975.

Scientific discoveries, technological progress, expanding market outlets, and the resulting transition in the American way of life is affecting and altering the economic system of the nation. As new products, new processes and new modes of transportation and communication become a part of the American system, changes occur which directly affect education and the structure essential for providing that education. An analysis of the U.S. census and of various reports by economists, sociologists, political scientists, and others tend to verify and to substantiate the following implications for the present and immediate future:

1. Agro-science and agro-technological developments will continue the trend in the reduction of the number of active farms, an increase in the number of acres per farm, a declining number of the labor force engaged in active farming, and an increase in the per acre productivity of the land.
2. The number of jobs in manufacturing will increase, but not at as rapid a rate of increase as will be recorded for the products of industry.
3. Declines in total employment are anticipated in four employment sectors: livestock; crops and others; meat products; and, transportation, communication and utilities. Increases ranking from 18 percent to 82 percent are forecast for the nine remaining employment sectors.

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[8] J. W. Duncan and H. M. Rosenberg, *The Socioeconomic Environment for the Educational System in Ohio.* Manpower and Regional Economics Division, Battelle Memorial Institute, Columbus, Ohio. 1966.

4. Major declines will be experienced in the number of people employed in unskilled occupations, and major increases will be evidenced in service occupations.
5. There is some evidence to indicate that industry will no longer be concentrated within the urban cities, but that it will move out into the suburban fringe along and adjacent to the superhighways.
6. Continued automation will necessitate extensive training and retraining programs for both youth and adults.

Effect of Population and Economic Change upon Community Structure

Change in community structure is a direct outcome of changes taking place within the population and within business and industry. One of these is related to the increased mobility of the people resulting from improved means of transportation. Denny points out the fact that historically people tend to identify themselves within areas represented by one hour of travel time.[4] As the means of transportation improves, and as the highways improve, the distance to be covered within the one hour travel time lengthens. When travel was by foot, the distance was 3–4 miles. Today, it has been extended to 50–60 miles with the development of highways and the automobile. Whereas the community radius was 3–4 miles, it expanded to eight miles, then to 16 miles, and in some localities to 32 and 64 miles within the last century. As a result, the nation, including the four Great Plains States, is experiencing a declining population of villages under 2,500 population, a relative stability in population of villages with approximately 2,500 people, and a growing population in cities of 10,000 or more. Most pronounced, of course, has been the growth of metropolitan areas, primarily in suburban communities, as indicated above.

Most significant has been the development and recent identification of economic areas within each of the four Great Plains States, most of which encompass areas within the one hour travel time. A hierarchy exists within an economic area, beginning with a hamlet and progressing to areas designed as centers of minimum convenience, full convenience, partial shopping, complete shopping and wholesale-retail centers. As the means of transportation improves and as the one-hour travel time extends over greater and greater distances, each categorization in the above hierarchy tends to give way to the one at the succeeding level. The result is the decline in the villages under 2,500 as indicated above, and an increase in population of the larger cities. When the next step in this progression takes place, if it takes place, only time, population factors and technological developments will determine.

Iowa

The first extensive effort in the identification of larger geographic areas in Iowa was made by Fox in 1961.[5] Twelve functional economic areas were identified, twelve of which extended into adjoining states. The Office for

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[4] Hugh Denney, "Demographic Factors." November, 1967. 40 pages, mimeographed.

[5] Karl A. Fox, "Delineating the Area." Unpublished mimeographed paper presented at the Conference on Area Development, Athens, Georgia, January 8–10, 1962. Department of Economics and Sociology, Iowa State University, Ames, Iowa.

Planning and Programming in Iowa defined 16 regional centers[6] in a move predicated on the belief that Iowans are ready to move toward replacing counties with something more suited to modern transportation and communication. Branch offices for field agents of the many state agencies would be located in each of the 16 regional centers. It was suggested that a group of cities and counties in the region would be able to support schools, parks and other facilities that could not be financed by any one of them alone.

Missouri

Several studies have been conducted by Denny and by Campbell in the identification of economic areas in Missouri. Denny[7] describes growth centers, utilizing the following procedures for identification:

1. Decide on the desirable minimum population base (40,000 used for Missouri).
2. Decide on the maximum radius of service (based on one-hour travel time, with a maximum of 50 miles).
3. Rank all cities within the state on a numerical basis, including the marginal areas.
4. Divide the population into eight predetermined class intervals.
5. Inscribe concentric circles on the state map, beginning with the largest population interval.
6. Bisect the overlapping areas until polygons are formed around all centers.
7. Adjust boundaries to account for natural barriers.

As a result of this procedure, Denny identified 31 growth-center areas in Missouri.

A study of traffic flow was utilized by Campbell[8] in identifying economic areas. He stratified the Traffic Flow Communities into three levels, with the highest level areas developing from highway traffic flow into the cities of St. Louis, Kansas City, St. Joseph, Kirksville, Hannibal, Columbia, Sedalia, Jefferson City, Joplin, Springfield and Popular Bluff. The resulting configuration is quite similar to the areas defined by Denny.

Nebraska

Utilizing the technique developed by Denny, Evans identified 18 growth areas in Nebraska. The 40,000 population figure was used in all places excepting the western part of the state, where the figure was lowered to 25,000.

Ottoson,[9] who has worked extensively with the Great Plains Agricultural

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[6] *A Regional Delineation for the State of Iowa.* Prepared by the Office for Planning and Programming, State Capitol, Des Moines, Iowa. 1967.

[7] Hugh Denney, *op. cit.*

[8] Rex R. Campbell, "Traffic Flow Communities in Missouri." Unpublished paper, Columbia, Missouri, University of Missouri, Department of Rural Sociology. 1967.

[9] Howard W. Ottoson, Eleanor M. Birch, Philip A. Henderson, and A. H. Anderson, *Land and People in the Northern Plains Transition Area,* University of Nebraska Press, Lincoln, Nebraska, 1966.

Council in 10 Plains states, has proposed 14 economic areas that coincide with existing county boundaries. The Department of Economic Development in the Governor's Office has developed a plan which identifies 26 economic areas, all of which are established on the basis of county boundary lines.

South Dakota

Seven specific criteria were employed by Antonides[10] in the identification of 12 trade-area communities. They were:

1. The unit should be based upon normal trade areas.
2. The counties should be contiguous.
3. There should not be physical barriers.
4. The people should have similar interests as much as possible.
5. The unit should be large enough in area, economic base and population base to solve the problems of that area.
6. The unit should be large enough so that the same grouping of counties could be used for more than one purpose.
7. The unit should be of an optimum size for efficient working relationships, minimum costs and maximum returns.

Two meetings have been held in South Dakota (October, 1967 and April, 1968) by personnel interested in the identification of economic areas. This included representatives from the Governors Planning Office, universities conducting area studies and projects on an area basis, Vocational Education, The State Department of Public Instruction, and representatives of business and industry interested in economic-area delineation in South Dakota. It was their desire to reach a consensus concerning such areas, and thus to make possible more significant the analysis and utilization of findings from the several reports and studies conducted by the various agencies and institutions. It is anticipated that agreement may be reached within the near future. It should be noted that the economic areas for South Dakota as identified by various agencies ranged from six to fourteen.

It is significant that efforts have been made in all four of the Great Plains States to identify enlarged, economic areas which are multi-county in composition and cohesive in structure. Such sections represent a commonality of interests, including trading centers, patterns of traffic flow, opportunities for employment, recreation, health and welfare activities and opportunities for the acquisition of goods and services. In most instances the time-distance factors have contributed in a very material sense to the natural evolvement of these economic areas. Their identification is a confirmation of that which already exists as a result of the present activities, interests and habits of the people living within those areas.

Implications of Demographic Changes for Education

The effect of population and economic changes has been noted on the community structure. Equally significant changes are to be noted on the structure for education as the implications of the demographic changes are assessed in terms of educational programs to be provided at a level of adequacy and quality for all children wherever they may live in the state. These implications provide the basis for the following considerations in planning the educational structure for the future:

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[10] Robert J. Antonides, "Some Guidelines for Organizing Economic Development Efforts in South Dakota Along Trade Lines." South Dakota State University, Cooperative Extension Service Circular 651. 1966.

1. The criteria of a local community or a group of interrelated local communities as the basis for a school district is obsolete and indefensible.

The small, one-room school, was defensible when the one-hour walking distance was three to four miles. However, with the improved means of transportation, with small communities declining in population, and with the need to provide comprehensive educational opportunities for all youth and adults to meet the requirements of a rapidly changing world of work, the small community basis for school district organization is no longer defensible. It is time for the educational organization to reflect the changing nature and structure of our society, and to plan more constructively to meet the training requirements for employability in a modern industrial society, and the emerging requirements of our metropolitanizing society to live, to work and to recreate together in peace and harmony.

2. Local school districts should be organized around city centers with populations of at least 2,500 to 5,000.

Demographic studies indicate that villages of less than 2,500 are, on the whole, declining in population. If this is true, then such centers become indefensible as a basis for school district organization. Stability in the community structure under existing socioeconomic conditions appears to stabilize around centers of 2,500 or more. It would appear, therefore, that capital investments in school buildings and other educational facilities would be justifiable in such communities, with a reasonable assurance for permanency in the foreseeable future. It is imperative that an adequate pupil population base be assured for the formation of any plan for school district organization in the future. To do otherwise would be but to create a situation that would necessitate school district reorganization within a very few years.

The time/distance factor requires a modification of this standard in the sparsely populated areas of Nebraska and South Dakota. Even here, there remains the crucial problem of having an adequate pupil base for the efficient and economical operation of school centers. In such instances, it may be desirable to form districts around smaller city centers, preferably not less than 1,000 to 1,500. Under such circumstances, it is probable that the state must assume greater fiscal responsibility for qualitive educational opportunities for the youth and adults in attendance at these centers.

3. An enlarged and strengthened middle echelon of school government should be developed coterminous with the defined economic areas of each state.

Local school districts, developed around village centers of 2,500 or more population, will make possible some educational programs of quality, with economy, but not all essential programs and services to meet the educational needs of youth and adults in today's world of opportunity and progress.

Comprehensive educational programs and services at a high level of quality, necessitate a larger pupil base and a stronger financial base for maximum efficiency and economy of operation. Since the principle of local operational control is the most generally or persistently held principle in the organization of school districts throughout the United States, the above structure to maintain this principle through the organization of administrative districts will necessitate a greatly expanded and strengthened middle echelon of organization. The emerging economic areas of the four states as described above fulfill this function most satisfactorily. Furthermore, since education is one of several governmental services, it is desirable for educational designers to plan with and for appropriate interrelationships with other governmental services. The economic area level appears to be appropriate for this purpose.

The educational agency at the economic area level would necessitate the creation of multi-county educational service agencies. This would provide a pupil base of 30,000 to 50,000 pupils or more, thus making it possible to provide educational programs and to give leadership for articulation and coordination functions in both educational and service areas. It should be noted that such area agencies would provide only those programs and services which could not be provided at the local administrative level, thus preserving local control and administration of all programs and services at the local level which can be provided with adequacy, efficiency and economy.

4. Emerging demographic changes necessitate future school district organization based upon comprehensive statewide planning.

The mobility of the people, the changing composition and distribution of the population, and the greatly expanding educational needs of the youth and adults necessitate a complete and comprehensive plan which must be a part of a statewide approach to school district organization. The state, with education one of its primary responsibilities, must provide the leadership for the structuring of education to cope constructively and successfully with all of these emerging and sometimes divergent trends.

If quality in educational programs and services is a factor, and if efficiency and economy are prerequisites to statewide governmental planning, then piecemeal reorganization must be replaced by constructive statewide planning which gives appropriate consideration to all of the demographic factors indicated above, and to the emerging educational needs of a changing society. With the continued advance in science and technology, and with the probable increased mobility of the people, careful and detailed statewide planning is an immediate imperative for school district organization NOW. It cannot wait for undue pressures of a national emergency to force it into being, thus contributing to the 50-year lag and to a delayed plan for the efficient and essential utilization of both human and material resources of each state in meeting the needs of youth and of adults in today's world.

5. Increasing attention must be directed to the problems of urban education in the Midwest.

Three of the four Great Plains States have predominately urban populations. In Iowa the 25 largest school districts presently enroll 40 percent of all of the state's public school pupils. Kansas City and St. Louis metropolitan areas enroll 44.7 percent of Missouri's public school pupils. The Omaha and Lincoln areas account for 50 percent of the pupils in Nebraska, and Sioux Falls and Rapid City in South Dakota enroll approximately 20 percent of the pupils. If the state system of education is to meet the needs of all, it must do so where the students are located. Increased efforts must be made to cope constructively with the educational problems of the ghettos, the central cities, the metropolitan areas, as well as the declining school enrollments in the sparsely populated areas.

School district organization in the past has been a heterogeneous development, with the educational systems being essentially autonomous and separate from most segments of the state education system. In some instances they operate quite independently of the state education agency. If education is accepted as a state function, and if the state department of education is to be the officially established state agency for education, then all districts within the state should be responsible to that state agency, and not as separate entities unto themselves, either as administrative districts or as area educational service agencies. At the same time, each of these educational organizations (the local administrative district and the area educational service agency) has a right to expect and to secure the most competent, the best trained and the most capable educational leadership available in the state—a leadership that is respected for its ability and competency in all areas of the educational effort.

The structuring of education throughout the state to meet present and emerging needs must be accompanied by a comparable structuring of the state educational agency to cope with the emerging problems in both urban and rural areas of the state.

Summary Statement

Demographic and economic changes within the past few years have necessitated a reexamination and a restructuring of the educational system in each of the four Great Plains States. However, these states are not alone in this process of change, since it is a national problem and a national movement. The one primary difference is that other states have moved forward more rapidly to enable the educational structure to more effectively, efficiently and economically provide for the emerging local, state and national needs to be met through the public schools.

Changes within our society, both within the population and in the economic structure, necessitated a change in the *status quo* for school district organization. Economic changes have brought a whole new world of work opportunities which necessitate new and expanded educational programs and services. The mobility of all people, including the youth from any area within the state, necessitates educational opportunities to prepare them for success in college and/or employability wherever they may go in any one of the 50 states. To meet the needs of this mobile generation, the educational structure must be prepared to provide comprehensive educational opportunities that will meet the demands of the student as he seeks employment or personal advancement outside the community in which he received his public school education.

The investment of the taxpayer's dollar in buildings and facilities appears to be wisely spent in communities possessing relative stability. These communities are those with a population of 2,500 or more. At the same time, the emerging metropolis has created new and demanding needs to be met by an educational structure that was designed for a rural population at the turn of the century. The meeting of today's and tomorrow's educational needs must begin with an analysis of who and where the people are, how they are changing, and the accompanying effect of economic adjustment and adaptation to continuing expansion in scientific knowledge and in technological development.

CHAPTER 6

EDUCATIONAL NEEDS–SOME CHANGING REALITIES

Most everyone, it seems, believes in education. If they have but little of it themselves, they want more of it for their children. If they have a college education, they want a college education for their children. It is generally accepted that an "educated person" has opportunities for attaining the "good things" in life to a much greater degree than do those people, who, for various reasons, possess limited formal educational training. Many have not had the opportunity to acquire the knowledge, understandings, and skills essential for the providing of those elements of everyday living which make possible the enjoyment of that which, to them, constitutes the "good life." But they do want it for their children, and they will support the educational system which they believe will make these things possible for their boys and girls.

But the world about us is not the same as it was when we, the parents and the grandparents, were in school. In fact, the entire process of education has changed within the past quarter of a century. Twenty-five years ago there was a major emphasis in the schools throughout the country on teaching for the present, the status quo. Today increasing stress is being placed upon the preparation of the student to find his own individual and group security within an escalating process of change. Scientific discoveries and technological developments are making our childhood days unbelievably archaic and our tomorrows a realistic challenge to the fantacies of the most incitive mind. The world and our everyday life are changing so rapidly that many of the concepts, insights, knowledge, and understandings that give meaning and direction to many of today's activities will be outmoded in the next generation. The preparation and the conditioning of students for change is a primary challenge for education today. Perhaps it is the one greatest service that education can render youth in our time. Only as we find a personal and a social sense of security within the process of change will we and those who follow us be prepared to live most effectively in and to contribute efficaciously to the emerging world of tomorrow.

The reality of change is in evidence all around us. The implementation of this reality into the educational systems of our state and nation is less in evidence. But the process for this implementation has been established and the direction is becoming more clear. That direction is pointing toward more adequate school district organization. The educational needs of youth and adults are both the motive and the guide for this change in school district structure. It is the purpose of this chapter to attempt to identify some of the educational needs that must be met if people as individuals and as members of our society are to find that which to them is the "good life," both for today and for tomorrow, in a world of rapidly changing realities.

Needs as Guides for School District Organization

At one time the child learned a craft at his father's bench. This is still true in many of the developing countries of the world; but it is not true in a highly scientific and technologically advanced society such as exists in America today. The manner in which the educational structure has been established in our country over the years was determined by the kinds of needs to be met, or the purposes and objectives, established for the educational system.

Early in our history there was a felt need to possess the skills of reading and writing, and schools were established for this purpose. Nearly 150 years ago the need was felt for a free, public high school to provide training beyond the elementary level. With the turn of the century and following World War I there was a recognized need for training in vocational education subjects, particularly in agriculture and home economics. Later, greatly expanded needs for a trained manpower supply gave impetus to the establishment of vocational schools available to all youth and adults. The advent of Sputnik aroused the nation to the needs in science, mathematics, and foreign languages. In every instance, the needs of individuals, the needs of business and industry, the needs of the state and federal government for a highly trained, intelligent and skilled manpower supply gave direction for the kinds of educational programs deemed desirable to provide the desired labor, managerial, and professional force.

Just as the defining of the needs gave direction to the kinds of programs to be provided by the public schools of the states and nation, so have the educational programs given direction to the requirements essential for supporting them and making them possible. These requirements, whether they were staff personnel, classrooms, facilities, equipment, transportation, or business management, had value only to the degree that they provided the quantity of the programs at the desired level of quality for the number of students to be served. When the needs changed and programs became obsolete with the scientific and technological developments of the times, there was a corresponding change in the supporting services or requirements.

In a very similar manner, school district organization evolved as a structure to facilitate the educational process. Its primary purpose was to provide the programs and services necessary to meet the needs considered important by the people of the state and of the local school district. When the needs were seemingly best served by a one room, eight-grade school, this became both the administrative structure and attendance unit to meet those needs. As needs changed and a secondary education became an essential, an administrative structure was developed for cities and villages throughout the land which provided a high school education for all their children. The centralization of school districts became a necessity as more and more children enrolled in the schools, as job opportunities expanded and became more technical, as the raw labor force required more knowledge, more understanding, and more skills, and as the expanding programs to meet these expanding needs became more costly.

The above is descriptive of the developmental process which characterizes the history of education in our country. Educational needs determined the programs to be provided and the services required to support these programs. Needs, programs, and services have served as guides for the establishment of school districts to make the programs and services possible at a desirable level of quality for all youth and adults, with efficiency in organization and economy in operation. And as needs change in the future, so will it be necessary to re-examine the structure to meet these needs. School district organization is the structure for providing the programs and services to meet defined and accepted educational needs at the desired level of quality, with efficiency in the utilization of human and material resources, and with the economical expenditure of the taxpayer's dollar.

Who Defines Needs?

When the son learned the craft at his father's bench, the father defined the needs, outlined the program of training to be followed, and provided the tools and the facilities required for the learning process. As science and technology advanced, the educational process became more complex. The father no longer worked at his own bench, but on an assembly line or in a highly mechanized plant with others who possessed equal or equivalent ability and skill. In this age of specialization there was no place for the son by his father's side, except in very unique situations. The defining of and providing for educational needs was passed along to others, although the father continued to have an interest in giving direction to the educational opportunities that were to be provided for his son or daughter.

Who, then, defines the educational needs today? Is it the individual? Is it the family? Is it the community? Is it the state? Is it the nation? The answer should be: not one of these alone, but all of them together. There is sufficient evidence to support the fact that educational needs today are being defined at three governmental levels, and by three echelons of our society. These may be identified briefly as follows:

1. The federal government, in the interest of national defense and the general welfare.
2. The state government, with education as a constitutionally specified function and responsibility of the state.
3. The local school district, with the identification of local needs indigenous to that community or area.
4. The culture and society of which we are a part, for an understanding of the ideals of that society, and for an appreciative understanding of and contribution to the heritage of all its members.
5. Business and industry, for the welfare and economy of our society is dependent on the skills, attitudes, habits, and values held by both labor and management.

6. The individual, for education must be meaningful and have relevancy to the student.

The educational system of today must meet the needs defined by all six of the above categories. Furthermore, each one has an obligation to understand and to assist in meeting the needs as defined by each one of the others.

In this era of specialization, in a period of complex social and economic problems, in a time of national and international tensions, in this age of both hot and cold wars, we, the people, must learn to accept our dependence on one another. Especially, we must acknowledge and accept the fact that we are an interdependent people. A local community cannot deny the educational needs which must be met for national security; neither can it deny the problems to be resolved for the general welfare in the meeting of the educational needs of any segment of our society. At the same time the federal government must understand and relate to the educational needs as defined at the local level. The age of specialization, the complexity of our scientific and technological developments, the pressures of confinement in an urbanized society, the emerging characteristics of a people in a process of change from one way of life to another make of us a totally interdependent people. This, in itself, is the challenge to education, and to a recognition and acceptance of the educational needs for each segment of an interdependent society.

Educational Needs From a National Perspective

Education has suddenly achieved a pre-eminent place in the thinking and action of the nation's leaders. Although always interested in education, the federal government has only recently accepted education as an instrument to help eradicate poverty, to build defense, to lower unemployment, to promote economic growth, to improve international relations, and to advance technology.

Educational needs from the national perspective may be identified by the programs for which there has been a major flow of federal money. This flow took on major significance with the shock of Sputnik I in 1958. The immediate passage of the National Defense Education Act brought into sharp focus a national concept of educational needs to be met through curriculum areas considered to be vital to national defense—science, mathematics, foreign languages, and counseling.

A new emphasis was to be noted in the passage of the Economic Opportunity Act of 1963, the Elementary and Secondary Act of 1965, and the Vocational Education Acts of 1963 and 1965. After three years of operation, the Head Start program provides for the organization of the parents of enrolled children, the progam of dental and medical examinations, and the preschool development of the economically deprived child. The goals of the 1965 ESEA called for (1) the preparing of economically deprived children to take their place in the mainstream of American life; (2) the improvement of school libraries; (3) meeting needs in the areas of special education; (4) the encouragement of innovation and pilot educational programs; (5) the establishment of regional laboratories; and (6) the strengthening of state departments of education.

Vocational education has been of major concern to the federal government since the passage of the 1867 Act which brought the state agricultural and mechanical colleges into existence. The Smith-Hughes Act of 1917 brought the federal government into a supporting position for vocational training at the secondary level. This interest was continued and expanded, and in 1963 the report of the President's Committee resulted in a significant increase in funds for greatly expanded vocational education programs and facilities.

Educational needs from a national perspective are significant for:

1. The training of the youth of the country for national defense. This includes programs in science, mathematics, foreign language, vocational education, special education, and others.
2. The equalization of educational opportunity for the economically and culturally deprived in the interests of the general welfare. This includes the Head Start Program, the Job Corps, and related programs.
3. The improvement of the quality of education for all through research and development, educational innovation, and program development.
4. Meeting the emerging needs for a higher quality of education, including (a) improved education for the culturally disadvantaged; the mentally, physically, and emotionally handicapped; and the gifted; (b) preschool and primary education; (c) improvements in general education; (d) greatly strengthened vocational education; and (e) improved quality of community colleges.
5. Better research and development efforts to improve quality in education.

Educational Needs From a State Perspective

Education is a function of the state. The state, therefore, has the primary responsibility either for identifying the needs to be met through the educational process, or for providing for the manner in which these needs shall be identified and directed toward program development.

Balance is an important ingredient in the identification and determination of needs to be met by the public school system. If balance is to be achieved in the identification of needs, then recognition must be given to the six areas identified previously under the subtitle, "Who Defines Needs?" The state, in the fulfillment of its constitutional obligation for education, cannot sidestep this responsibility by passing it along to the local school district. Neither can it, in fairness to all citizens, determine these needs at the state level, or permit them to be directed and controlled from the federal level. Overemphasis in need and program determination by any one level or by any combination thereof, except as a whole, will not be in the best interests of the people, the state, the nation, and, most of all, the youth and adults enrolled in the public schools.

Recognize National Needs

State and local educational leaders must recognize that there are educational needs to be identified at the federal level; these must be accepted and supported at the state and local governmental levels. The survival of the American nation within a world in conflict, the perpetuation and improvement of the American way of life, the future of our concept of democracy as a form of government among the governments of the world—all these are matters of national concern. They are the responsibility of all people at all levels—the federal, the state, and the local. The national needs must be recognized; and these needs must be incorporated within and become a part of the needs to be recognized, accepted, and supported at each echelon of the state educational system.

State Needs

The state is dependent upon an enlightened citizenry capable of exercising judgment and wisdom in the performance of the rights and privileges of citizenship. The welfare of the state is strong to the extent that local business, industry, and the economic status of its communities are strong. The state must guarantee to each and every individual the opportunity to become knowledgeable, to possess the skills, to develop those personal characteristics which will enable him to become a contributing and productive member of his community, of the state, and of the nation, thereby fulfilling the leadership function of the state for education.

Needs at the Local Administrative Level

The citizens of a local administrative school district have a responsibility to understand and to analyze educational needs, and to generally adopt a program which will satisfy those needs that have been identified at the national and state levels. But, in addition to these, there exist needs and problems which are peculiar to each community. A local industry may have job entry requirements that exist only within that part of the state. There may be an economically deprived or culturally limited area for which special needs must be identified and programs developed to erase the stains of blight on a potentially productive and economically independent citizenry. Wherever such variations in needs may be within a state, they must be identified, and a program to meet such needs should be accepted and supported at the state level for implementation by the local administrative district.

Needs of Society

The greatness of any culture or of any people emerges from the value system, the ways of life, and the meaning of life as experienced by those who contributed to its development. The heritage of one generation is built upon, added to, and—hopefully—improved for the next generation. But the meaning and values of today's system takes on significance to the degree that there exists an appreciative understanding of the basis upon which the forefathers established that society. With this understanding, and with the new meaning and values which emerge with each generation, the foundation is thereby established for posterity. Each generation of parents wants his children to have this appreciative understanding of the heritage which was theirs. Also, there are elements that each generation wants to pass on to succeeding generations. Such an understanding takes the best from the past, adds to it the insights, understanding and appreciations of the present, and seeks new goals, new directions, and new meanings for the future. It is a process through which each individual must go. He salutes that which has gone before; he takes off his coat and rolls up his sleeves for the future, as he works diligently and forthrightly on the problems and issues of the present. Society has needs to be met in the public school system of our country.

Labor, Business, Industry

The economy, the welfare, and the security of the nation is dependent upon the strength and the qualifications of the labor and managerial force. This includes those at the professional and engineering levels, paraprofessional personnel in support to the engineers, qualified workers in the skilled and semi-skilled occupations, unskilled laborers, and a great variety of personnel in all of the service occupations.

The security of the nation is dependent upon the ability, the quality, and the cooperative working relationships within and between all of these various classifications. The strength of our economy, both within the nation and among the nations of the world, is likewise directly related to and dependent upon an adequate supply of qualified manpower.

The basic background and general preparation of this manpower is a responsibility of public education. It is obvious that there is a need for a literate populace, possessing salable skills, habits, attitudes, and personal characteristics for utilization in constructive and productive ways. These kinds of needs to be met by the public schools have repeatedly been emphasized by state and national organizations of labor, business, and industry.

The advancement of scientific knowledge and technological know-how has revolutionized the training requirements for job entry and for job security. This is indicated when one company reports[1] (and many others could do the same) that sixty-seven percent of their products have been on the market less than five years, and that forty-two percent have been on the market two years or less. Job retraining is an essential in today's mechanized and computerized economy.

One group of industrial representatives defined with the writer the following general needs to be met at the elementary and secondary school levels in preparation for entry into the labor force:[2]

1. More depth in the three R's.

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[1] *Annual Report, 1967* (The Ampex Corporation, 401 Broadway, Reswood City, California, Chart 3, page 4.

[2] The Ohio Manufacturer sAssociation, Columbus, Ohio. October, 1966.

2. The development of an attitude for excellence (a job performed to the best of the student's ability).
3. Training and experience in the use of knowledge and information.
4. Development of the ability to think through problem situations, including the utilization and adaptation of acquired knowledge and information.
5. Development of the basic requirements for productive work: good habits, good attitudes, punctuality, ability to finish a task undertaken, working up to his capacity.
6. Development of a spirit of self-confidence, and a faith and belief in oneself as an individual, and as a person in working with others.
7. Development of a respect for the rights and privileges of others.
8. The development and implementation of a plan whereby educators listen to what business, industry, and labor identify as being important, and to their identification of the needs.

It was stressed by these representatives of business and industry that habits and attitudes generated and developed in the public schools carry over into the adult work life. Teachers and administrators prepare the students for productivity or non-productivity in business and industry by the standards which they help the prospective worker to establish and to maintain as a student in the public schools.

The Individual

Educational opportunities can be provided in the most optimum way with highly qualified teachers, excellent facilities and equipment, and a broad program offering. However, unless these opportunities "make sense" to the student as an individual, they will not be productive in helping him to profit from them. Education must have merit in terms of the values, insights, desires, and needs of each individual student. Of course, some pupils will accept and adopt educational purposes and objectives as defined and recommended by their parents, their teachers, and by society. Some will reject adult conceived needs, and the educational opportunities tend to become meaningless to the degree that adult determined educational programs differ from the pupils' own personal concept of values and needs.

Some students will accept long-term educational objectives, while others are significantly impressd with only the urgency of the present. In particular circumstances these needs, for some students, are basically a few dollars in the pocket and a 1960 car. Although these needs are essential to the satisfying of other needs, drives, and purposes, they do tend to become all-impelling for many youth and adults. In some homes, the parents will provide these self-determined "basic essentials," while others have little or no hope of such attainment, except as they employ a means to attain them which is not acceptable to society.

This does not imply that it is the responsibility of the public schools to provide the dollars and the car. It does mean that parents, educators, and the general public must accept the fact that all youth, regardless of where they live and regardless of their socioeconomic status, have needs which are important to them, and which tend to motivate and to direct their activities and their lives. In some communities it may be desirable to develop programs or opportunities wherein some of these basic drives can be met, programs not presently conceived as being within the framework of public education. However, if such needs can be met through specially designed work programs, it is possible that a major contribution might be made to the students' personal self-adjustment and to the society of which they are a part. Certainly this would be preferable to expending huge sums of money in welfare, in juvenile delinquency programs, and in crime prevention and/or control.

On the positive side, there are those students who have made a personal adjustment to their families, to their community, and to their educational opportunities. But even with this group, the educational program must be meaningful to them if it is to be effective. This is true for those who will terminate their formal education at the twelfth grade as well as for those who will continue through college; for those who pursue training for a skilled vocation or for managerial occupation, or for one of the professions.

Also, there are those students who have special needs. These include those with physical disabilities, emotional disturbances, the neurologically impaired, the slow learning, and others. Their needs are very real, both to them, to their parents, and to the citizens of the community. These kinds of needs must be recognized and identified, and appropriate programs must be initiated to fulfill them.

In summary, it may be said that educational needs have value to the degree that they have significant and realistic meaning to the student; and that the needs as seen and interpreted by the student must become a part of the needs to be met by the public school system.

Ten Clues to Need Identification

The identification of the individual, the group, or the agency that determines needs, as discussed above, is suggestive of some of the kinds of needs to be met by the public schools. But this determination is not limited to any one area, such as vocational education for national defense. In most cases it is equally applicable to two or more of the six levels involved in need determination. For example, some of the needs as identified at the national level have equal significance and importance at the state and local levels. Likewise, business and industry, our society as a whole, and individual youths and adults want and need vocational training opportunities. It is for this reason that there has been general acceptance of federally supported programs. Keys to the fact that there are common needs at all levels is suggested in the following list of ten clues to need identification.

1. *The mobility of the population.*

Great mobility has always been a characteristic of the American populace, even in the first years of settlement. Then came the movement west, and now the movement to the cities. Families move, and youth move. It is accepted that from three to nine out of ten youth leave the area in which they grew up to seek job opportunities in urban areas, and if reared in an urban area they move to other urban areas. This means that young people are in immediate competition for job placement with the graduates of high schools all over the nation. The breadth and quality of their educational opportunities will directly affect their potential either for immediate job placement, or for the level and quality of the job opportunity, or for both. For adults, the mobility immediately brings into sharp focus the need for job training and/or job retraining.

2. *The process of urbanization.*

The transition from a rural to an urban population has brought about many problems of adjustment and adaptation. The in-migrants often are not prepared for compact living conditions, or for employment upon arrival in the city. Maladjustment, frustration, dependence on welfare, and lack of opportunity for either social or economic independence become breeders of those ills which are increasingly undermining and plaguing our society in the core cities. The process of urbanization gives direction to a whole new set of needs to be met by the public schools of the nation.

3. *Cultural and economic deprivation.*

Cultural and economic deprivation is not limted to the developing countries of the world. It exists within this country, the most affluent nation in modern history. It is not limited to any one part of the nation, nor is it limited to urban or to rural sections. It is an inherent part of each and every community. The extent, the nature, and the degree of cultural and economic deprivation establishes the basis for and determines many kinds of educational needs.

4 . *Scientific discoveries and technological development.*

The affluence of our society, the advancement of our socioeconomic structure, and the leadership of our nation among nations are directly related to scientific exploration and technological development. It requires the development of a mind which will inquire into the nature, structure, and relationships of all things, which can translate this knowledge into practical and useful products, tools, and services for the benefit of mankind. The continuing advancement in science and technology is directly dependent upon the quality and excellence of the total educational endeavor.

5. *An age of specialization.*

The era of science and technology has brought with it vocational specialization. Managerial and skilled levels have become so highly developed that there exists areas of specialization within highly specialized occupations. With the passing of the agricultural era, with the present highly developed industrial era, and with the developing electronic, computerized space age, the human resources era is about to emerge as the most dynamic and significant force within modern times. It is a product of highly developed and specialized training programs, research efforts, and developmental activities at all levels of the intellectual, business, and industrial world. The patterns of education to meet the needs of this explosion of knowledge and know-how must take cognizance of the age of specialization.

6. *The emerging world of work.*

Science, technology, and the age of specialization have united in providing countless new job opportunities, with new and significant needs to be fulfilled for a progressively complex and selective world of work. The security of the nation and the socioeconomic welfare of the people is dependent up an educational structure which will meet the basic vocational training needs of all citizens.

7. *Breadth of vocational opportunities.*

The broadening of the world of work within the past half century has brought with it a demand for an almost limitless variety of skills, knowledge, and abilities on the part of the total labor force. The breadth of the demands created by emerging job opportunities presents a significant challenge to education. First is the need to provide the basic elements for successful job performance; and, second, the need to ensure sufficient specialization, without being overly technical, and for successful adaptation to on-the-job requirements.

8. *Interdependence.*

The matrix of our society, the complexity of our economy, and the high degree of specialization have produced a highly interdependent citizenry, both socially and economically. This interdependence has many varied facets, including significant implications for all communities, the state, the nation, and the world. It has resulted in a society and an economy which are interdependent. The implications of needs to be met through education is most vital and significant for the development of respect for all peoples, for the cultivation of the habits and attitudes essential if all people of all races and creeds are to work and live together harmoniously, the one being dependent upon and supportive to the other.

9. *The process of change.*

The first eight clues to need identification highlight one underlying and fundamental characteristic inherent in each and all of them—the process of change. The *status quo*, if it ever existed, was yesterday; the process of change is today. It brings with it a mobile people seeking self-identification in a new and emerging urban environment, and seeking employment in a rapidly adjusting labor structure. A major need exists for the preparation of youth and adults to find their personal and social sense of security and accomplishment within the process of change itself.

10. *Value system.*

Educational needs emerge in relation to the value system of individuals and of a people. School buildings and school programs are representative of the value system of the communities of which they are a part. Values for and concerning education give direction to decision-making about education in terms of programs, services, buildings, and tax support.

The foregoing ten clues to need identification depict some of the basic conditions to be met by the public schools of the state and nation. They are suggestive of the needs to be identified, which, in turn, become the directing force for the determination of the kinds of programs and services to be provided by the public schools in the interests of the nation, the state, the local administrative district, society in general, business and industry, and the individual student.

Needs as Educational Goals

Some writers suggest that three-fourths of the knowledge now possessed by man was not known at the close of World War II. Also, present knowledge is expected to double within the next decade. If the acquisition of actual data and specific knowledge were the primary objectives of education, each student's storehouse of such knowledge and information would become obsolete at an unbelieveable rate. What, then, is the purpose of education? What are the real and vital needs? What are the implications for those who define the needs in an era of escalating change?

Public school programs are becoming increasingly less concerned with specific bits of information. Need identification is being directed more and more toward the development of an individual who can cope rationally, intelligently and constructively with problems and issues, utilizing knowledge and information as background support for decision-making and directed action.

Needs, *per se,* are commonly expressed as educational purposes or objectives. They constitute goals to be achieved, with the term 'goal" being used interchangeably with such words as objective, purpose, aim, or a universal continuing purpose. For the purposes of this study, "goals" may be looked upon as a long-term purpose, while "objectives" refer to targets with certain limitations or more definable circumscriptions. For example, the goal may be vocational competence, while the objective in the teaching process is the acquisition by the student of the necessary skills that lead to vocational competence.

The assessment of circumstances, the identification of needs, and the continuing redefinition of goals for education has been a part of the whole process of socioeconomic and cultural progress since the days of the Latin grammar school and the Dame school in early Colonial life. Countless authors, commissions, and associations have defined and redefined the purposes of education. Each statement has been an expression of needs to be met by the public schools. The more serious efforts in this direction began with the report of the Committee of Ten in 1893, followed by the well publicized seven cardinal principles proposed by the Commission on Reorganization of Secondary Education in 1917. One of the more recent efforts appears in a publication by the American Association of School Administrators entitled, *Imperatives in Education*.[3] Nine chapters were devoted to the defining and interpreting the imperatives as:

1. To make urban life rewarding and satisfying.
2. To prepare people for the world of work.
3. To discover and nurture creative talent.
4. To strengthen the moral fabric of society.
5. To deal constructively with psychological tensions.
6. To keep democracy working.
7. To make intelligent use of natural resources.
8. To make the best use of leisure time.
9. To work with other peoples of the world for human betterment.

Another very descriptive analysis of educational goals was reported by a subcommittee of the Governor's Committee on Public School Education in Texas.[4] The persistent goals of education from the Latin Grammar School in 1635 to the present time were identified and given expression in a statement of suggested goals for public education in Texas. These included the following:

1. Intellectual discipline.
2. Economic and vocational competence.
3. Citizenship and civic responsibility.
4. Competence in human and social relations.
5. Moral and ethical values.
6. Self-realization and mental and physical health.

The following interpretation of needs to be met by the public schools is suggested as a basis for further study and identification by those concerned with giving direction to educational planning, structure, and organization. They are illustrative of some of the needs which should give direction for the selection and development of the programs and services to be provided by school district organization today and in the foreseeable future.

EDUCATIONAL NEEDS

1. The need to acquire knowledge and understanding
   —of themselves.
   —of themselves in relation to others.
   —of the socioeconomic world about them.
   —of our culture, our way of life.
   —of our culture in relation to the way of life of many people and many cultures.

   Related programs include, but are not limited to: literature, social studies, history, science, humanities, etc.

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[3] *Imperatives in Education* (American Association of School Administrators, Washington, D.C., 1966).

[4] *Goals for Public Education in Texas*, A Report by the Subcommittee on Goals to the Governor's Committee on Public School Education, Austin, Texas, November 7, 1966.

2. The need to develop skills
   —as a means of acquiring knowledge and understanding.
   —as a means for economic survival—salable skills, intellectual or manual or both.

   Related programs include, but are not limited to: reading, mathematics, science, vocational education, etc.
3. The need to develop a sense of values which become basic to individual and group beliefs; beliefs, based upon values, which give meaning and direction to:
   a. Knowledge to be acquired.
   b. Skills to be developed.
   c. The application and utilization of knowledge and skills that contribute to making life meaningful, constructive, and productive within our culture and value system.
4. The need to acquire and/or to develop the knowledge, understanding, beliefs, and values essential to learning how to live, to work and to play with others
   —first, with himself, then with his parents, his playmates, and his neighbors; with people in his community, in the state, in the nation; and, with all peoples of the world.
5. The need to develop the ability to think clearly, to analyze critically, to evaluate constructively, and relate ideas to reality. Emphasis is placed on (1) skill acquisition (reading, mathematics, vocational education, etc.); (2) subject matter (literature, social studies, etc.); (3) conceptual and process-oriented studies (data collecting, estimating, problem solving); and (4) the interrelating and coordination of each of the above for meaningful educational experiences related to the life experiences of the individual. It must be emphasized that the above does not purport to continue the historical separateness of specific content areas. It is used in this context only for illustrative purposes within a generally understood and accepted organizational framework. New and significant research data are pointing toward the interrelated and integrated aspects of knowledge as opposed to fragmentation through segmentation.
6. The need to develop, maintain and promote good physical, mental and emotional health; to correct and to improve physical and mental defects and/or limitations.
7. The need to develop the potential of each and every pupil to the highest level of performance possible for that individual pupil.

Needs and School District Organization

It must be emphasized again that the only purpose and function of structure in education, or school district organization, is to provide programs and services essential for meeting the identified educational needs of all people at an acceptable level of quality or excellence, with efficiency in organization and economy of operation. Needs give direction to programs. Programs require certain kinds of services to support them. It is the responsibility of the structural organization to provide both programs and services in order to fulfill the need requirements. As needs change, so do programs and services. As programs and services change in relation to the changing needs, so should the structural organization. Needs come first; school district organization is in a supporting position only.

Summary Statement

The defined and accepted needs to be met by the public schools give direction to programs, services, and structural organizations which fulfill the needs. Needs, as defined at the local, state, and federal levels of government, by society, by business and industry, and by the individual students, are inextricably interrelated. The ten clues to need identification are descriptive of the basic concerns upon which needs are defined by the six areas listed above, and give direction to the identification of needs as the objectives of education. From these identified needs, as accepted and adopted by decision-making personnel at the local, state, and national levels, will evolve the necessary structure for the organization of school districts in the foreseeable future.

CHAPTER 7

QUALITY IN EDUCATION

Increasing interest in and concern for quality in education are being evidenced in all segments of our society. Most people are not quite sure what this quality may be, but they do want it. They feel that it must be present if they are to receive satisfactory returns on the tax dollar invested. As the cost of education continues to increase with higher enrollments and with inflation, the taxpayer wants to be sure that he is getting his money's worth. The state legislator wants to be assured of quality education as the number of state dollars continues to increase, and as the proportion paid out of the dollar for education continues to increase. In like manner, the federal government wants to be assured of quality in education as more and more federal money flows into the educational effort.

If all those concerned are not quite sure what they mean by quality in education, yet increasingly demand it, the clarification of what quality is becomes essential. What is it? What are its characteristics? How can we get it? How do we know when it is present in the educational system?

What Is Quality?

Quality in education is as varied as the people who attempt to define it. It has become the catchword for the professional writer and public speaker, who use it to secure support for their position, to stimulate emotion in an audience, and to explain or to defend their own particular position or point of view. The extent to which the term "quality" is used throughout the literature is indicative of its significance. Its utilization, however, makes its meaning one of the most maligned, misunderstood, and misconceived ideas in the total educational process. Yet, it does and will continue to pertain to one most significant aspect of the educational effort. Undoubtedly, it will be used for many, many years by all people working in or for education.

Perception of Quality

The quality of education varies with the eyes of the perceiver. Each and every person has a perception of quality in education which to him is important. This perception provides him with a direction for decision-making about education, whether it is in terms of the program offering or his vote on educational issues at the next election.

Education has "quality" in the eyes of the perceiver if it provides for needs as he defines them. For example, the perception of a quality educational program is different for the following people:

1. For the student enrolled in the school, when compared with his parents.
2. For the professional educator, when compared with the taxpayer.

3. For the parent who has not had the advantages of good educational opportunities when compared with the parent who has experienced this advantage and who knows what such opportunities have meant in his life.
4. For those who want an education that will enable them to "make money," when compared with those who want an education in order to have a happy, independent, comfortable, and productive life.
5. For those who live in suburbia, when compared with those who live in the ghettos.
6. For the legislator who wants the best in education at a justifiable cost, when compared with the legislator who accepts minimum standards for the least money.
7. For the legislator who is concerned with one limited segment of his constituency, when compared with the legislator who courageously seeks and contributes to the welfare of all the people.

Education has many shades of quality, all tinted with the points of view, as understood and perceived by the viewer, who is the interpreter of quality.

"Quality" to some is that which is "tried and true," or that which worked best for them. This places emphasis on the *status quo* as an aspect of quality. Yet that which is *status quo* is, in reality, retrogression. Education in our society must be dynamic; it must be in a continual process of change and adjustment to the changing and emerging needs of all people. To stand still in education, or to seek to maintain the kinds of schools and educational programs as experienced by the "voting generation," is to fail one's own children. It denies these children and youth the educational opportunities needed for living and working in a world of rapidly increasing changes and divergent needs.

One perception of quality was defined by one person who advised parents interested in getting quality education to ask real estate agents, school superintendents, and principals these questions:

1. What is the average number of children per classroom?
2. How large is the annual turnover among teachers?
3. How does the teachers' salary scale compare with state and national averages?
4. Have voters turned down recent bond issues?
5. What is the school's philosophy about grouping?
6. What is the tax base per pupil in the community?
7. What provisions are made for children with learning problems? Physical handicaps?
8. How are parents informed about their child's progress and problems?
9. Is there an effective association of parents and teachers—or is it merely delegated to fund raising?
10. What is the school system doing about integration?

While individuals have perceptions of quality, so do communities. For example, there is a study[1] of what parents and citizens in one large county of West Virginia (Greenbrier County) believed should be the primary goal of the public schools. These people were generally united in saying, first of all: "I want the school to help my child to learn how to get along with other people." To them, it was a good school (meaning that it had quality) to the degree that the children learned through the activities of the educational program how to work, play, and study together, to share with one another, and to be cooperative with each other.

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[1] Craig Wilson, Ralph D. Purdy, John Montgomery, D. D. Harrah, *School Community Improvement* (World Book Company, 1959).

Implications of Quality

There is a tendency in the literature to interpret quality in terms of its implications rather than to define it. The statement by the Educational Policies Commission is a case in point:

> The best education is that which does most to educate each student to develop his abilities and to serve society. Education must therefore be appropriate to the needs of each pupil and the needs of society. But students are individuals, student bodies are constantly renewed, and society is ever-changing. It follows that education must be dynamic and diverse. High quality in education implies never-ending adaptation and improvement.[2]

Some writers define quality education in terms of educational objectives. One illustrative example was provided by the Educational Testing Service[3] in its study of goals for education. The committee proposed that "The first step in judging the quality of educational programs is to decide on the purposes of education." Recommended goals were then identified as follows (three of ten goals cited as examples):

1. Quality education should help every child acquire the greatest possible understanding of himself and an appreciation of his worthiness as a member of society.
2. Quality education should help every child acquire understanding and appreciation of persons belonging to social, cultural, and ethnic groups different from his own.
3. Quality education should help every child acquire to the fullest extent possible for him mastery of the basic skills in the use of words and numbers.

"Quality" in education is illusive and ephemeral. It is conceived in the mind of each person as relating to that which, to him, is high in excellence of content or performance, and that which he covets for himself or for others. This he perceives as being "good." To this extent, quality is an individualized perception of excellence, and a group consensus of that which is desirable for all people.

The term "quality education" as used in this report is interpreted to be descriptive of what happens to an individual as a result of attending or having attended a school and participating or having participated in school directed activities. Is he a contributing member to society in a positive and constructive way? Is he economically productive, not only for himself and his family, but for the community, the state, and the nation of which he is a part? Has he acquired, through the educational process, those understandings, the knowledge, the skills, the attitudes, the habits, and an outlook on life that permits and enable him to be a constructive contributing member of society? Quality is considered to be a level of performance at the highest range of man's capabilities. It begins with the first contact which the school has with the boy or girl, and it continues as long as there is a relationship between the individual and the public school system.

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[2] Educational Policies Commission, *An Essay on Quality in Public Education* (National Education Association of the United States, 1959).

[3] Educational Testing Service, *A Plan For Evaluating the Quality of Educational Programs in Pennsylvania* (Princeton, New Jersey, 1965).

Ten Keys to Quality

It is generally accepted in the educational field that the degree to which quality may be realized is dependent upon the conditions which can produce the desired results. There are many reports and publications which describe these conditions, and there exists a high degree of unanimity among the several reports as to what these conditions should be. One study conducted in Georgia by Dr. W. D. McClurkin[4] showed a definite relationship between school size and earmarks of quality as measured by the following:

Efficiency in operations
Teacher qualifications
Number of subjects and courses offered
Special services and enriched programs
Technical specialization of employees
Cost per pupil
Teacher assignments in major fields
Scholastic achievement of pupils
Counseling and library programs
Percentage of graduates entering college

A study prepared for the Great Plains Project[5] identified ten keys to quality education. These were identified as conditions which, in most circumstances, would result in a quality education for all youth and adults. These ten keys were listed as follows (the reader may wish to refer to the position paper for a more complete interpretation of these ten keys):

1. Professional staff with high qualifications are employed and are given the opportunity to perform their duties for which they are prepared.
    - –The teaching staff is fully qualified at a professional level beyond that deemed minimal by state regulations.
    - –The teaching staff is assigned to the areas in which they are trained to teach.
    - –Working conditions and policies exist which facilitate the efforts of the teachers.

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[4] *Organization of School Systems in Georgia* (Division of Surveys and Field Services, George Peabody College for Teachers, Nashville, Tennessee, 1965).

[5] Alfred Schwartz, *A Search For Quality in Education* (a position paper prepared for the Great Plains School District Organization Project, 1968).

2. Educational programs are designed to maximize the educational attainment of all the people in the community: elementary, middle or junior high school, secondary school, adults.
3. Specialized personnel and instructional services are available for all students.
    - —Psychological services
    - —School social work services
    - —Counseling services
    - —School health services
    - —Attendance services
    - —Speech and hearing therapy services
    - —Child accounting services
    - —Pupil appraisal services
    - —Remedial instruction services
    - —Special education services
4. Modern instructional media are available to all teachers, and provisions for their effective and efficient use are assured.
5. Experimentation, innovation, and the process of change are readily apparent.
6. Systematic and organized evaluation and research are conducted continuously, and the findings are used to improve programs for people.
7. Supporting services and personnel are available to maintain an effective and efficient system.
8. Physical facilities conducive to a stimulating educational environment are available.
9. Community support and understanding are readily evident.
10. Adequate financial support to provide for the essential ingredients of quality education is made available.

Outcomes of Quality

The conditions for quality outlined above do not guarantee quality in educational opportunity for all youth and adults. But, it is generally accepted that they are positive contributors to the realization of quality; under normal conditions it will not be present without them. The conditions which must be met in order to achieve quality are in and of themselves static in nature, while quality is the product of a process, the actual involvement of people with people and of people with materials in such a manner that the end result is considered good and desirable. In this interaction process the conditions which produce quality become significant and persuasively important.

In a school where quality education is taking place, something positive is happening to boys and girls, to young men and young women, and to adults which makes a difference to them and which can be described. A quality program of education operating within the schools produces individuals who are capable of the following:[6]

1. The individual uses his talents and abilities to the maximum of his potential.
2. The individual seeks to continue his educational development.

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[6] Schwartz, *op. cit.*

3. The individual is able to participate actively and positively in the world of work.
4. The individual can engage in problem solving at the abstract and at the concrete levels.
5. The individual is developing a positive pattern of values which sustain and support him as an individual and as a member of society.

The quality of the educational program, the quality of the school itself, is demonstrated daily in the lives of those who are graduated from it, or leave it prior to graduation. Not only is this evidenced in the ability of the young men and women to earn a livelihood, but more particularly in the value system which they have acquired and which gives direction to their personal, social, economic and civic life. The quality school provides a setting for the daily demonstration of these characteristics of quality. The conditions conducive to excellence provide the foundation in and through which quality may emerge.

Measurement of Quality

Quality *per se* is a by-product of the educational process. It has no inherent value in and of itself. However, the conditions which must be met if a quality education is to be provided can and are frequently measured. As indicated above, those conditions include such things as buildings and facilities, teacher credentials, instructional materials, programs and other related material aspects. But, as important as these may be to the attainment of adequacy, they must take second place in comparison to the performance of the product itself. While there appears to be substantial evidence that the level of quality of a school or district is directly related to the extent to which the conditions described earlier are available, the burden of proof pertaining to the level of quality is found in performance measures.[7] Some specific means of measuring quality includes the following:

1. Documentation which shows continuous progress of *all* students in all fundamental areas.
2. Retention rates are high. Ninety to ninety-five percent of all young people from ages five to eighteen must be enrolled in a formal education program.
3. A high percentage of the student population continues with education. which still exist.
4. A substantial reduction is made in the incidence of underachievement among pupils and a corresponding increase in pupil achievement.
5. The average daily attendance pattern is consistently high, and over the years actually shows an improved pattern.
6. Five, ten, fifteen, and twenty-five years after leaving school, individuals show a significant increase in job earnings, job satisfaction, and rate of promotion.
7. Citizenship is evidenced in the increasing number of individuals who vote at all elections.

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[7] Schwartz, *op. cit.*

8. Support for community projects such as bond issues, urban-renewal programs, and cultural activities is evident.
9. The community is relatively free of discriminatory practices, and continuous efforts are made to eliminate those areas of discrimination which still exist.
10. Adequate support exists for the community library facilities, and the rate of utilization increases each year.
11. The unemployment rate is insignificant and the economic well-being of the community is high.
12. Delinquency rates and divorce rates are relatively low.

Quality and School District Organization

School district organization has been defined as the structure through which the purposes of education can be achieved at an acceptable level of quality, with efficiency of organization and economy of operation. Therefore, structure is a means to an end, not an objective in and of itself. Its sole purpose is to bring human and material resources for education together in such a manner that the educational needs of youth and adults and of our state and nation can be met in the most satisfactory manner.

Quality in the educational structure is present to the degree that the school district organization contributes to and promotes quality attainments in the entire educational effort. Quality in structure is not considered to be present when:

1. It does not facilitate the providing of the conditions necessary for quality education, as outlined above.
2. The cost per pupil is unduly high because of the structure or type of district organization.
3. The educational needs of all youth and adults are not adequately and/or equitably met.

On the other hand, quality in educational structure, or school district organization, is considered to be present when that structure makes possible:

1. Meeting the educational needs of youth and adults, of society, of business and industry, of the state and of the nation.
2. Equitable educational opportunities for all, regardless of where they may live in the state.
3. The provision of all the educational programs and supporting services that should be provided to meet the defined educational needs.
4. Efficiency in the organization of these programs and services.
5. Economy in the providing of these programs and services (a fair and just return on the invested tax dollar).
6. Adequacy of human and material resources to achieve a desirable level of excellence in programs, in services, and in the administration of the programs and services.
7. A highly trained and professionally efficient staff for all programs and services.
8. The setting, conditions, and atmosphere that are conducive to the learning process.

Summary Statement

Excellent performance by an individual is a blend of talent and motive, and of ability fused with zeal. Aptitude without vision and inspiration is valueless. In the final analysis, the quality of education must be evaluated in terms of excellence of performance by individuals as individuals, and by individuals as members of society. To the degree that quality exists within each of the ten keys which contribute to quality education, the greater will be the relevancy of education for all youth and adults. As education becomes relevant to the individual, then that individual develops a high excellence of performance which is the prime product of quality. School district organization provides the setting or the basis for the achievement of excellence in the ten keys to quality, and thereby to quality in education.

CHAPTER 8

THE FACTOR OF SIZE IN SCHOOL DISTRICT ORGANIZATION

The factor of size has relevance in education. However, it is not size for the sake of size that is important; rather its significance is to be found in terms of what size can do for a great number of aspects of education. Size must necessarily be rejected as the beginning point for school district organization. As indicated in previous chapters, the beginning point is the identification of needs to be met by the educational system. This should be followed with a determination of the essential programs and services to be provided in meeting the identified needs. Consideration should then be given to the type of educational structure that is essential in providing the desired programs and services at an appropriate level of adequacy ir quality, with efficiency of organization and economy of operation. It is at this point that size acquires relevancy, and not at any time prior to this step in the development of a state system for school district organization. Because of the significance of the numbers of pupils, and because of the many misconceptions and conflicting points of view concerning numbers, this chapter will be devoted to a discussion of size as it pertains to school district organization.

The Importance of Size

Mark Hopkins on one end of the log and the student on the other end has often been referred to as the ideal teacher-pupil relationship. It is accepted that in the life of every student there are times when it should be a one-to-one relationship. But this does not imply that such a relationship should or must be a continuous one. Rather, there is a substantial amount of evidence that very desirable educational results can be obtained in student-group relationships with one teacher or counselor. The historical standard has been one teacher for every 30 pupils. However, this relationship has undergone many variations and adaptations for different programs and for different purposes. There are some special education programs in which the ratio should be 1/1 (homebound); 1/6 (physical and/or emotionally handicapped); 1/15 (certain programs for the educationally trainable); and others. Ratios of 1–15/18 have been developed for many programs in vocational education. Team teaching has tested and proven the feasibility of large group instruction for certain kinds of purposes. The size of such groups, which vary with the instructors, the program, the utilization of educational technology, and others, may be 50, 75, 100 or more. In a somewhat similar manner, size has relevance for the educational structure, whether it be for an attendance unit within an administrative district, the administrative district, or an area educational service agency.

For the purposes of this Project Report size has relevance and importance for school district organization in relation to the following:

1. The successful achievement of the goals and purposes of education;
2. The providing of comprehensive educational opportunities for all youth and adults;
3. The providing of such programs as indicated in "2" above, with maximum efficiency in organization for the achievement of the desired purposes and objectives;
4. The providing of these programs with optimum returns on the invested dollar, or economy in operation.

It is readily apparent that the Mark Hopkins 1/1 pupil-teacher ratio cannot be achieved for the 2,000,000 children enrolled in the public schools of the four Great Plains States. Furthermore, such a ratio may not be educationally desirable, and it is certainly not economically feasible as the educational process is generally understood and accepted today. On the other hand, a ratio of 1/50 or 1/100 has not generally been advocated or promoted. Likewise, in the structure for education, an administrative district for one child has not been given credence in the United States; nor has a district of 100, or even of 500. At the other end of the scale, the very large administrative districts have encountered major difficulties within the past few years, with numerous proposals being made for the decentralization of such large districts into many kinds and forms of sub-districts. The conclusion is that size has relevance for the adequacy and quality of education in terms of the overall educational objectives and in terms of economy of operation. The problem is to identify for appropriate organizational purposes that point or that range within a scale of numbers which minimizes the limitations of both smallness and of bigness, and which optimizes the returns on the invested human and material resources for the achievement of the identified educational goals and objectives.

The following assumptions concerning the factor of size are accepted for this Report as a basis for planning a state system of school district organization:

1. Size, in and of itself, is not necessarily important. Size acquires relevance in relation to many related factors.
2. Size, in and of itself, will not provide quality education. It must be related to the objectives upon which a state school system organization is based.
3. Size is an important factor to consider when a state undertakes the task of organizing its school districts into units which will make possible the attainment of the educational results the citizenry expects in return for its investment in public education.
4. Size becomes significant when related to the tasks for which numbers are important to meet educational objectives adequately, efficiently and economically.
5. School districts can be both too small and too big.
6. There is a significant relationship (as reported in related research studies) between size and:

- —per-pupil costs
- —pupil achievement
- —program breadth and quality
- —teacher preparation and certification
- —supporting educational services
- —educational leadership

Objectives and Size[1]

During the past 35 years a voluminous body of literature has been developing on the topic of size in relation to various units of the organizational structure for education. This includes literature reporting research in the field and the empirical judgment of well-informed professional leaders with experience in various sizes of different educational units of a state school system. Size in both research efforts and in the literature is most often expressed in terms of pupil enrollments—the number of pupils in the classroom, in an elementary attendance center, in a secondary school attendance center, in a local school administrative district, or in some form or kind of an intermediate echelon of school district organization.

This Report is predicated upon the proposition that size has relevancy for school district organization when a structure must be developed to provide the desired programs and services to meet the identified objectives efficiently and economically. Furthermore, the plan of operation must be defensible to the taxpayers, to members of the state legislature and to the professional educator. Therefore, it is imperative that any consideration of the factor of size be related to and developed in fulfillment of the objectives of the educational effort. The educational needs to be met by a public school system were identified in Chapter Six. These needs to be met, or the direction and purpose of the total educational undertaking, become basic to organizational objectives for the attainment of the educational goals. The following are stated as examples of objectives of state programs for school district organization:

1. Each student should have the opportunity to participate in an educational program which will fully meet his individual educational needs.
2. The educational structure of the state shall be organized to provide an equalization of the costs of education throughout the state.
3. The educational structure of the state shall be so organized to provide students with well-trained classroom teachers.
4. The educational structure of the state shall be organized to utilize efficiently the specialized and technical school personnel in the state.
5. The educational structure of the state shall be organized in such a way that best use of monies expended for education may be realized.

The above objectives may not be all-inclusive, but they do represent the major objectives of program breadth, financial support, well-trained classroom teachers, efficient use of professional staff, and economy in program operation. Now, how does size affect or relate to these five objectives?

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[1] Much of the material presented in this section was prepared by Mr. W. E. Inman and presented in a position paper entitled, "Size and State School System Organization."

Objective Number One

It is a basic tenet of our democratic society that each and every child should have the opportunity to participate in an educational program which will fully meet his individual educational needs. This principle is applicable for the child living in the most remote or isolated section of the state or in the most densely populated area of a central city. Also, it is applicable for the child who is a member of the affluent well-to-do as well as for the most economically depressed. If we believe in our form of American democracy, then we must accept the principle that equitable educational opportunities (equitable in the sense that the educational program meets the respective individual needs of each and every pupil, and that these needs may differ one from another) must be provided for all youth of the state, regardless of where they may live in the state and regardless of their socioeconomic status.

Pupils in our schools are seldom, if ever, alike. They have many different educational needs. Some have physical or emotional handicaps and need special assistance. Some are highly gifted while others are retarded and require special training. But all are important, and the needs of each one must be met if the nation is to have the most capable leadership from its gifted and if it is to assist in making each one economically independent, including those with mental, emotional and physical handicaps. The only other alternative for many is to place them on relief rolls and for the people to accept the burden of financial support for the rest of their lives. Again, it is imperative that the needs of each one be met in a way that will enable him or her to become economically independent and a constructive member of the community and of the society of which he is a part. This is a function and an obligation of education in America.

The literature on the relationship between size of school and educational program breadth is almost unequivocal. Larger schools, with greater pupil numbers can and do offer greater program breadth than their smaller counterparts. Exceptions to this statement would be few and would be largely limited to those rare cases where an unusual amount of local wealth supports a small pupil enrollment.

It is impossible, within the scope of this Report, to make a presentation of all the available literature relating to the first objective. However, previous statements do demand some specifics to support the rather strong generalization made. The overwhelming bulk of the literature on program breadth relates size to programs in the secondary schools. The literature is noticeably lacking on size in relationship to program breadth in the elementary schools, except for the pupil achievement factor. On this topic the available literature strongly suggests that students enrolled in elementary schools of 2, 3, or 4 sections per grade level tend to score higher on standardized tests than do pupils in schools of lesser size.

Illustrations of the size factor and program breadth at the high school level are included in the position paper identified above. Information from one state study, one regional study, and one nationwide study were chosen for illustrative purposes.

A 1966 Illinois study, entitled *Education for the Future of Illinois*, reported the results of a sample of secondary school program offerings by size of school, using three size categories; (1) under 200 pupils; (2) 400–700 pupils; and (3) over 1,250 pupils. The secondary education program was divided into 13 areas and the number of credits offered in each area, and in each size category, was determined.

In 10 of 13 curricular areas (all except Homemaking, Agriculture, Health-Physical Education) the relationship of size to number of credits was consistent. The larger the size of high school, the greater number of credits offered in each curricular area. In homemaking, the largest high school size category offered an average of two tenths of one credit more than the middle size category. In agriculture, the medium high school size category provided an average of 2.2 credits more than the average number of credits in the smallest high school size category, and an average of one tenth of a credit more than both the smallest and largest high school size categories.

A study of all high schools in eleven states, conducted at the George Peabody College for Teachers in 1966, by Joe L. Jackson, carefully examined the size factor in relationship to secondary school program offerings. Jackson used twelve curricular areas to represent the broad scope of the secondary school program. He examined the course offerings in these twelve areas, by high school size categories: (1) 99 or fewer; (2) 100–249; (3) 250–499; (4) 500–999; (5) 1,000–1,499; (6) 1,500–1.999; and (7) 2,000 or more. In addition to the size factor, Jackson also used organization pattern-grades of 7–12, 8–12, and 10–12, and examined size in relation to organization pattern (see position paper by Maxey and Thomas, and by Harrach. Selected Excerpts are given in Chapter Nine of this Report).

Jackson's research findings indicated that course offerings in both academic and non-academic areas consistently increased in number as enrollment increased, regardless of the grade organizational pattern. Rather striking differences in course offerings were apparent among the size categories in basic skill areas such as English, Mathematics, Science and Social Studies. Wide differences have often been pointed out between offerings in basic skill programs and vocational programs. Seldom have the wide differences in course offerings in basic skill courses been pointed out as clearly as in the Jackson study. Using only one organizational pattern—grades 10–12, the range of courses offered in the English programs varied from three to five courses in schools enrolling less than 100 pupils, to 5–16 or more courses in the 2,000 or more pupil category. Similar differences in ranges of course offerings were shown in other curricular areas.

A nationwide study published by the Office of Education in 1965, entitled *Subject Offerings and Enrollment in Public Secondary Schools*, examined secondary course offerings by size of high school for the school year 1960–61. Numerous courses in the areas of Language Arts, Social Studies, Mathematics, Science, Foreign Language, Art, Music, Industrial Arts (non-vocational) Vocational Trade and Industrial, and certain Business

Education Courses, of the type which are normally considered beyond basic courses, were clearly more often available in the larger public high schools.

Reference was made to the need to prepare youth and adults for the world of work in a modern, developing and rapidly changing business and industrial society. The breadth of offering in vocational education is an essential in order to prepare youth and adults with salable skills for the kinds and variety of job opportunities available today. It has been quite defensibly illustrated that a direct relationship exists between such comprehensive educational programs and size. A secondary school vocational center must enroll from 500 to 1,750 vocational students to make possible the appropriate breadth and scope of program offering. When translated into a pupil enrollment base for a local administrative district or area educational service agency, these vocational school enrollment figures become 14,000 to 42,000 pupils, K-12 respectively.

A nationwide study, *Project Talent* summarizes the relationship that appears to exist between size of high school and breadth of program by stating that the larger school size is a proper and important objective in order to provide a greater variety and depth of course offerings and to make available special services such as groupings, acceleration and guidance.

Objective Number Two

There should be an equalization of the costs of education throughout the state. Extremes of wealth and of poverty, expressed in terms of per-pupil taxable wealth for educational purposes, contributes to extremes of wealth and poverty in educational programs and services. As a result greatly diversified levels of educational opportunities exist for youth and adults, depending on whether they happen to live in an affluent or impoverished school district. An analysis of assessed valuations per pupil in the school districts of any state, excepting Hawaii (which has no local school districts), reveals the extremes in the fiscal bases which support the local educational programs.

One midwestern state reported extremes in per pupil wealth ranging from $2,992 to $166,500 in 1967. The residents of the district with the former paid ten mills per thousand dollars of assessed valuation while the residents of the latter district paid twenty mills. The first provided 29.92 per pupil for educational purposes, while the second provided $3,330.00.

The above illustration appears to point out an important aspect of fiscal inequity which exists in many states. It is especially important that the material resources of a state become available to more students in order to reduce the inequities in educational programs which result from the fiscal inequities. This is especially true in those states which depend upon local tax revenues as the major source of support for the schools.

It is very difficult to state precisely how large a school district should be in order to have a solid financial base. Revenue sources simply are not located where an equal distribution can be made throughout a state under existing tax structures. However, it can be said that a school district should be large enough to have a tax base capable of supporting an educational program which meets the needs of youth residing in the district, or to have a strong state school foundation program that guarantees equitable fiscal support for education. State programs of school district organization must give attention to the reduction of the existing fiscal inequities in order to meet the objective of equitable financial support for educational purposes in terms of adequacy and quality of programs and services.

Objective Number Three

It is desirable that each student be taught by well-trained teachers. The literature seems to support the generalization that schools and school districts of good size generally have staff members with higher levels of professional preparation than do smaller schools and school districts. A 1966 study of Georgia's school systems reported higher professional training levels for teachers, principals, guidance and library personnel in the state's secondary schools when high schools reached at least the 500 pupil level. This study also reported that the best prepared teachers were found in high schools with over 1,500 pupils. A 1963 Oregon study concluded that smaller school districts tend to have more non-degree teachers, and that larger districts have a higher percentage of teachers holding regular teachers' certificates. A 1963 statewide study in Ohio indicated that as size of high schools increased, so did the percentage of teachers holding Masters degrees. A similar study by Maxey and Thomas (see position paper) supported these findings for Iowa.

An Office of Education summary of research related to this aspect of the size question, conducted between 1956–1963, stated: "A number of studies found that in larger schools there were more experienced teachers, more teachers with graduate training, larger percentages of teachers teaching in major fields, and less staff turnover."

However, it is probable that size alone is not the sole determinant in larger schools and school districts having more highly trained personnel. Factors such as broader programs, a larger tax base, and school system personnel policies which attract better trained teachers, undoubtedly are some of the other reasons which contribute to this differential.

Objective Number Four

At a time when professionally trained education personnel are often in short supply, it seems imperative that a state wisely use the personnel available. School districts are often faced with acute personnel shortages in one or more parts of the school program. Many states often need a large number of teachers to reopen school each fall. At the same time, however, low pupil-teacher ratios may exist in many small and inefficiently organized schools and districts. This situation usually occurs in the very states in which shortages are being claimed. Such practices give some credence to the point of view that available personnel are not being utilized very efficiently.

Two aspects of staff utilization emerge from the literature. First, the pupil-teacher ratio factor often reveals excessively low numbers of pupils per teacher in small districts. Second, the specialized training of teachers is often wasted, or poorly used, in small school districts (illustrations of both of these were presented in the position paper by Inman).

A 1961 statewide study of education in New Hampshire concluded that through proper reorganization (placing greater numbers of high school students in larger schools) the actual number of high school teachers in the state's public school system could be reduced and the quality of the instruction improved with more teachers devoting more of their time in those areas for which they had been trained. A similar conclusion was reached in regard to elementary teachers. In this instance a state survey group appeared to be indicating that a surplus of teachers was actually employed to compensate for an ineffective school district structure.

Other studies of this aspect of teacher utilization have pointed to excessively low pupil-teacher ratios in small schools and districts. Jackson's regional level study of all the secondary schools in eleven states indicated that only as high schools reached the 500–999 size category did pupil-teacher ratios rise to a 25–1 ratio.

Barr, in an Indiana study of pupil-teacher ratios by size of school districts wrote, "The most efficient pupil-teacher ratio was found in systems which enrolled 2,000 or more pupils in grades 1–12." Of 133 school districts in this Indiana study, only 25 reached median pupil teacher ratios of 30 to 1. An Ohio Legislative Service Commission report in 1963 found that high schools of 1,000 or more were necessary to provide satisfactory programs at an economical level of operation.

The preceding remarks should not be interpreted in terms of encouraging large classes. Instead, they are meant to indicate that it may be possible for a state school system to make better use of the teaching staff already employed through an effective district structure.

Another aspect of utilization is the assignment of teachers to major fields of preparation. Jackson's regional study of all high schools in eleven states indicated that the percentage of pupils taught by non-certified teachers decreased as schools became larger. The largest percentage of pupils taught by those teaching out of certified fields was found in small high schools. Teachers working in the area of their certification in all fields increased as the size of the high school increased.

The 1966 *Illinois Study of Education* stated that the small size of many schools and districts is a restriction on the utilization of staff. This is particularly true where the district has only one high school. Teachers perform best in one area, or at most two areas, of special knowledge and skill. The professional teacher will seek a position where he can teach in his chosen field, not in areas in which he has little training and little or no interest. Generally, the professional teacher chooses the larger school system.

The *1962 Census of Governments* reported the number of full-time equivalent instructional personnel per 1,000 students by size of school system in the country. The U. S. average was reported to be 43.7 such personnel per thousand enrolled pupils. In an examination of this ratio by size of school systems, a quite consistent inverse ratio was noted. The smaller the system the greater the number of instructional personnel per thousand enrolled pupils. Ratios by selected size categories were reported as follows: less than 50 pupils enrolled in the district—78.1 instructional personnel per 1,000 pupils; 300–599—47.5 per thousand pupils 1,200–2,999—44.0; and, 3,000 or more pupils—42.7 instructional personnel per 1,000 pupils.

While the number of instructional staff per thousand enrolled pupils in the 3,000 or more size category may not reach desirable levels indicated by knowledgeable people in the field of school personnel administration, neither is it realistic to assume that small districts are so organized as to effectively use the rather generous ratios identified.

Objective Number Five

It is important to the taxpayer and to the state that the educational structure shall make possible optimum returns from an expenditure of the taxpayer's dollar. Cost per pupil is an oft-used yardstick of educational finance measurement. Comparisons of this factor among the school districts of a state often reveal wide differences. Such comparisons may also be quite meaningless unless it is determined what such costs actually "buy", in terms of an educational program. The literature indicates that small school districts and small schools are more costly to operate when using

TABLE 8.1
Colorado Per Pupils Cost (ADA)
Current Operating Expenses, 1965-1966

District Size	Range	Median
1– 99	$805–$1,646	$989
300– 399	373– 795	627
600– 699	447– 699	578
900– 999	547– 792	599
1,000– 3,999	362– 677	515
4,000– 6,999	433– 650	474
7,000– 9,999	425– 543	481
10,000–25,000	434– 606	480

Source: Byron Hansford, *Comparative Information, 1965–66.* Colorado Department of Education, Denver, Colorado, 1967. Pg. 3.

TABLE 8.2
Iowa Per Pupil Costs by High School Size, 1965-1966

Size of high school	1965–66 school year costs per pupil	Size of high school	1965–66 school year costs per pupil
50– 79	$610	700–799	$451
200–299	524	1,000 and over	476
500–599	457	State average	493

Source: Ellis Hanson, *Planning For School District Organization in Iowa.* Department of Public Instruction, Des Moines, Iowa. 1967. p. 37.

TABLE 8.3

Mean Per Pupil Costs for Administrative Purposes Iowa, Missouri, South Dakota

Legend	Per Pupil Cost		
	Iowa	Missouri	South Dakota
Pupil enrollments (1965–66): Largest district	44,954	123,733	18,124
Median district	714	693	321
Smallest district	195	96	39
Mean per pupil costs for administration:			
Largest ten districts	$11.20	$8.08	$13.71
Median ten districts	33.00	23.82	25.48
Smallest ten districts	43.80	3.51	6.92
Mean per pupil costs for all central administration (General administration, special services, educational supervision):			
Largest ten districts	35.35	17.80	17.09
Median ten districts	79.87	29.98	29.11
Smallest ten districts	73.35	78.63	32.99
Mean number of administrators, educational supervisors and special services personnel:			
Largest ten districts	33.7	40.8	4.7
Median ten districts	4.8	2.5	.9
Smallest ten districts	2.8	1.0	.33
Mean per pupil cost for educational supervisors and special services personnel:			
Largest ten districts	11.09	4.58	3.83[1]
Median ten districts	6.31	5.21	3.63
Smallest ten districts	0	0	5.00

[1] Special servicse personnel data in South Dakota was not available.

Source: Richard P. Manatt and Anton J. Netusil. "A Study of Administrative Costs in Selected School Districts of Iowa, Missouri, and South Dakota," March 13, 1968. Mimeographed.

costs per pupil as a criterion. This, then, suggests that monies being spent for education in a state may not be spent in a manner in which the greatest educational return may be received.

An inverse ratio is often indicated in the size factor—as size goes up, the cost per pupil goes down. Although such a general statement is supportable, there appears to be a point which is not well-defined for all districts.

Statewide analyses of costs per pupil in various sizes of school districts often point out the comparatively costly programs of small school districts. The 1965–66 ADA per pupil costs in Colorado ranged from a median of $480 in districts of 10,000 to 25,000 to $989 in districts with an enrollment of less than 100 (Table 8.1). In the same year the state average cost per high school pupil in Iowa was $493, with the range being from $476 per pupil in higs schools of 1,000 and over to $610 in high schools with enrollments of 50 to 79 (Table 8.2). Manatt, in a position paper prepared for the Project Staff, found that per-pupil costs for administrative services ranged from a low of $3.51 in one of the ten largest districts in the four Great Plains States to a high of $100.62 in one of the ten smallest districts (both in Missouri). The average per-pupil costs for administrative purposes in the four states is indicated in Table 8.3.

Summary—Objectives and Size

Size suggestions are related to objectives. Unless certain sizes can be reached, program objectives may not be met. The importance of the size factor is not in the numbers themselves, *but what the greater numbers can produce.*

Trends in the Size Factor

Certain trends in the size factor are identifiable, both in practice and in the literature. Recognition of the importance of size has been made by numerous writers, state educational leaders, state and national educational organizations, The White House Conference on Education, national commissions on school district organization, by state legislatures, and many others. Although broad ranges exist in suggested or recommended size for various programs, services and units of the educational structure, some trends are in evidence which may be suggestive in planning school district organization for the future. These may be briefly summarized as follows.[2]

The Elementary School Attendance Center

The concensus of the literature seems to suggest a minimum size elementary school of at least one teacher per grade level. Two to four classrooms per grade level are preferred.

The Secondary School Attendance Center

The question of size at the high school level is more complex than it may first appear. Size must be related to other units of school organization if it is to be meaningful. For example, to indicate that a high school should have a minimum enrollment of 500 students is somewhat irrelevant unless it is reasonably well understood what programs can be offered in a high school of this size. Of all the recent high school size recommendations, the figure of 500 students appears most often. However, much of the literature indicates that only some educational objectives may be normally met with 500 students. Vocational educational needs would probably scarcely be touched with such a student enrollment if the 500 student high school was expected to provide all of the high school programs. However, if a vocational high school program was available nearby, and operated under the same or related administrative structure, such as an area educational service agency, then the 500 pupil high school might be satisfactory.

The point is simply this: before high school size can satisfactorily be established it should be known how the needs of all students are to be met. A figure of 500 students might be satisfactory for some programs and services and most inadequate in other cases.

Apparent trends indicate a minimum secondary school with 100 in the graduating class, or an enrollment of approximately 500, grades 9–12. An enrollment of 1,000 to 1,500 appears to be desirable for more comprehensive programs and services. Even with these enrollments, fully comprehensive educational programs and services, including vocational education and many areas of special education, must be provided through cooperative arrangements with educational centers serving multi-secondary attendance units.

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[2] The interested reader may wish to review the various tables pertaining to size as presented by Inman in his position paper entitled, *Size and State School System Organization.*

Vocational Education

The literature substantiates size factors for adequate and comprehensive programs in vocational education. An enrollment of 500 pupils in vocational education programs at the eleventh and twelfth grade levels is essential in order to make possible a basic breadth and diversity in curriculum offering. Vocational centers which exceed an enrollment of 1,750 pupils do not appear to gain any advantage for additional course offerings or training opportunities. When translated into a total pupil base, it requires a K-12 enrollment of approximately 14,000 pupils to provide the 500 vocational school enrollment, and 42,000 pupils to provide the 1,750 vocational school enrollment.

Although it is desirable to have as much vocational education offered in each high school center as possible, it is readily evident that such programs cannot be comprehensive in nature with the above pupil enrollment requirements. This leads to the logical conclusion that comprehensive vocational educational opportunities at the secondary school level must be provided in centers serving multi-administrative districts, or multi-secondary school attendance centers in large administrative districts. Such centers can provide very satisfactorily, in most instances, programs designed for both secondary pupils and post high school youth.

Special Education and Educational Services

Although there are many variations in size factors as suggested by different writers pertaining to programs in special education and for various service functions, the following is indicative of the apparent trends in these fields, based on a K-12 enrollment:

Adult education: basic program	6,500
chartered evening high school	20,000
Business administration	35,000+
Electronic data processing, minimum	60,000
recommended	100,000+
Special education: Slow learning; speech handicapped specific handicaps	20,000+
Deaf, hard of hearing, visually handicapped; crippled	100,000+

Pupil transportation: The Area Educational Service Agency.

Curriculum coordination and development: The Area Educational Service Agency

Research and development: The Area Educational Service Agency in cooperation and coordination with the above administrative districts.

The Local Administrative District

The local school district is the basic administrative unit in the organizational structure. The ultimate strength of the state educational school system rests primarily upon the strength of the local district. The achievement of the purposes for which the district was created is directly related to numbers of pupils enrolled. Although wide ranges appear in the literature concerning the factor of size as it relates to the local administrative district, there are certain trends which are beginning to crystalize (Table 8.4). These may be summarized as follows:

1. A K-12 district with one high school attendance center providing college preparatory and general programs—1,500 (makes possible a high school with approximately 100 in the graduating class).
2. A K-12 district with a more desirable breadth and quality in both programs and services—3,500 minimum; 5,000 to 10,000 recommended.
3. A K-12 district providing comprehensive educational programs and services, including vocational education and many programs in special education—15,000 to 20,000 minimum; 25,000 to 50,000 recommended.

The Area Educational Service Agency

In the period 1962–67, seven states adopted new structures at the intermediate level of school government. Size was a factor considered in each

TABLE 8.4

Size Recommendations for the Local Administrative District

Individual/organization	Minimum	Optimum
National Commission on School District Reorganization (1948)	10,000	
Howard Dawson, Department of Rural Education, The National Educational Association (1948)	1,600	9,800–12,000
Harlan Beem, Midwest Educational Research Center	....	11,000
Edgar L. Morphet, Univ. of California	1,2000	10,000
R. M. Eyman, Ohio County Superintendents Association	2,500	10,000
Institute of Administrative Research, Teachers College, Columbia University (1961)	....	20,000–50,000
William P. McClure, University of Illinois	5,000–6,000	
Organization of School Systems in Georgia (Study by George Peabody College (1965)	10,000	15,000–20,000
Master Plan for School District Organization in Ohio (1965)		
Some programs and services	3,500	10,000
Comprehensive programs and services	15,000	25,000–35,000
State Bd. of Ed. Study in Vermont		2,000– 6,000
Stephen Knezevich, American Association of School Admintrators		10,000–12,000
Connecticut Department of Education	5,000 for regionalized school districts	

Source: William Inman, "Size and State School System Organization." A position paper for the Great Plains School District Organization Project. 1968. pp. 16–17.

case. Five of the seven states included minimum sizes in either the statutes creating the new structures or in standards to be observed. Minimum size enrollment figures ranged from 5,000 to 50,000 students.

Four additional states have developed proposals for changed intermediate structures. Size has been seriously deliberated in each case. One such state has tentatively developed a 100,000 pupil size base. Another has suggested 125,000 pupils. One metropolitan area service agency serves a pupil population of 250,000. In the latter instance the administrators firmly believe that programs and services are provided for all member districts in both quantity and quality, and with very significant economic savings which would not be possible in a smaller structural organization.

The factor of size, related to the intermediate agency part of state school system structure, appears to be objective-oriented. The objective to be met is the provision of programs and supporting supplemental services to all children—not just those who happen to live in economically affluent or reasonably heavily populated areas.

Some services demand a greater pupil base than others (see above section on Special Education and educational services). It obviously requires a greater number of pupils to adequately support an economically feasible data processing service center than it does to provide a speech and hearing therapy program operating from an intermediate agency.

The Factor of Sparsity

It was indicated in Chapter Five that the density of the population by counties in the four Great Plains states ranged from less than one per square mile to more than 10,000. The factor of sparsity is a stark reality that demands recognition and appropriate consideration in the planning of school districts for a state.

First, it is recognized and accepted that there are and that there will be necessarily small schools in some parts of most states. Also, it is recognized that some attendance centers at the elementary level may necessitate the continuation of a one room, eight-grade school, and that some high school centers serving less than 100 pupils may be necessary. Contributing causes underlying the necessarily small school include the time/distance factor and geographic conditions which contribute to isolation and/or danger to the health and welfare of the pupil.

When conditions exist that necessitate the creation and maintenance of a necessarily small attendance center, then the following should be used as criteria for appropriate action:

1. The State Board of Education should have the delegated responsibility for establishing the guidelines for determining and for approving necessarily small attendance centers, and for an appropriate administrative district for small attendance centers.
2. The creation and maintenance of a necessarily small attendance center and/or administrative district must be based on acceptable criteria which represent defensible and supportable exceptions to the regularly adopted and maintained guidelines for the state school system.

3. Necessarily small attendance centers and/or administrative districts should be discontinued immediately when the conditions which created them have been removed (example: construction of a new highway which alleviates the time/distance factor).
4. The state legislature must recognize that the cost of providing equitable educational opportunities for children attending necessarily small attendance centers will be higher than for comparable programs in larger centers, and that the foundation program must provide appropriately for this differential.
5. The approval by the State Board of Education for the creation and maintenance of necessarily small attendance centers and/or administrative districts must not become a substantiating reason for the continuation of small attendance centers and/or administrative districts in other parts of the state.

Large Administrative Districts

Recent writings indicate the increasing problems and difficulties encountered by very large administrative districts. Just as urban renewal has become a necessity, so has the structuring for education in large metropolitan areas come under the scrutiny of governmental and private investigators. Three divergent trends are in evidence at the present time. One is the continued enlargement and expansion of the educational structure by combining the city with the surrounding suburbs into one metropolitan district. The prime example of this movement has been Nashville and Davidson County, Tennessee. The second calls for the decentralization of large city school districts into subdistricts, each serving 35,000 to 50,000 pupils. Examples are the Bundy Report for New York, subdistricting in Chicago, state legislative study for subdistricting in Detroit, and others. The third is the preservation of a minimum number of administrative districts within a metropolitan area and the creation of a metropolitan commission or agency for the operation and administration of programs and services which are metro in scope, influence or significance. Under this plan the member administrative districts would continue to administer and resolve problems which are local in nature.

The directions or developmental trends for these three types of structural organizations for large metropolitan areas is not clear at this writing. Undoubtedly time will help to resolve the issues and to give clarity of vision for the future. Although each plan has considerable merit, the third proposal is accepted as a desirable direction for the future at this time. It has the advantage of retaining at a local administrative level the policy formation and administration for all programs and services which can be provided at an acceptable level of adequacy and quality, with efficiency and economy. At the same time all programs, services, problems and issues which are of concern and have relevancy for all districts in the metro area are delegated as a function and responsibility of a metropolitan commission or agency. Within such a structure education becomes for the first time a partner in the area planning and development along with all other governmental services, and with business, industrial and related area planning and development. Under this plan a very large administrative district should decentralize into either subdistricts or separate administrative districts of 25,000 to 50,000 pupils. Decision on this matter should be by local option, or within guidelines established by the state legislature.

Size and Emerging Concepts

Standards for size of school districts and of internal organizational patterns adapted to present educational insights and understandings may not be feasible or appropriate for the future. Such a warning is given by many very knowledgeable and reputable educational leaders in the nation. Many evidences of potential reevaluation and redirection of the size factor are given in support of this position. It is maintained that organization of a school by grades, or of sections within a grade will soon be replaced by non-graded schools at both the elementary and secondary school levels. The tremendous growth and advancement in individualized instruction, stimulated by the advances in CAI (computer-assisted instruction) may take the classroom to the home for many areas of instruction, both in urban centers as well as in sparsely populated areas. Exploratory organizations of small self-contained units adapted to the needs of 400 pupils, K-12, in densely populated areas may provide the basis for a complete reorganization of education within the foreseeable future. These and many other challenging and exciting explorations are on the educational horizon. Some will develop and be accepted for implementation throughout the nation. Others will undoubtedly fall by the wayside. Whatever the direction may be for the future, it is very probable that it will affect the factor of size. The structure must have the capacity for adaptability to these emerging concepts at that point in time when general implementation is to be made.

Summary Statement

Although the factor of size in school district organization has been controversial and debatable, there are some apparent trends which give credence to the utilization of numbers in planning for school district structure in the future. Perhaps some of these many factors can be briefly summarized in the following statements:

1. Size in school district organization is a variable, never an absolute.
2. Size has relevance primarily in relation to breadth and comprehensiveness of program offerings, quality of both the programs and services, efficiency of organization, and economy of operation.
3. Size is not important in and of itself. It is important when related to the tasks that structure was created to accomplish, and for the achievement of these purposes at an acceptable level of economy in the utilization of the taxpayers investment in education.
4. The factor of size is only one of many guidelines to be given consideration in the establishment of an efficient and economical structure for education.

5. There is some evidence to support a positive and significant relationship between numbers of pupils enrolled in the public schools (attendance centers, administrative districts, and area educational service agencies) and per-pupil instructional costs, per-pupil administrative costs, breadth and quality of the educational program, teacher preparation and certification, teacher instructional assignments, and many others.
6. Apparent trends in practice and in the literature suggest the following:
   Elementary attendance center—one to four sections per grade, or equivalent enrollment.
   High school attendance center—100 to 300 in the graduating class.
   Administrative district, K-12—1,500 in sparsely populated areas; 3,500 or more for some programs and services; 20,000 or more for comprehensive programs and services.
   Area educational service agency—35,000 to 100,000 or more.
   Sparsely populated areas—as may be appropriate with the approval of the State Board of Education.
   Large administrative districts—decentralization into subdistricts of 25,000 to 50,000 pupils.
   Metropolitan areas—creation of a metropolitan commission or agency (such as an area educational service agency for the metropolitan area).
7. The organizational structure for education in the future must have built-in flexibility and adaptability to emerging innovational concepts and practices which may significantly alter or affect current interpretations of the size factor.

CHAPTER 9

FINDINGS AND RECOMMENDATIONS REPORTED IN THE POSITION PAPERS

The response to the "Invitation to Planning in Education," which was extended in each of the four states, was most gratifying. A total of 104 studies and reports were prepared and utilized in arriving at the guidelines proposed in the Project Report. Of this number, fifty-four were position papers developed in the areas of educational needs, demographic factors, curriculum and educational programs, educational services, organization and finance (See Table below). Sixty-five of the position papers and reports have been published in brief, annotated form for general distribution; all others were made available for committee study and analysis in mimeographed form.

The authors of the various papers reviewed the literature in their respective fields of specialization and assessed the research pertaining to structure and organization to provide the desired quantity and quality of programs. They interpreted the empirical judgment of knowledgeable leaders about the programs and what was considered to be essential in structure and organization to adequately fulfill the purposes and objectives for which the programs had been developed. This report is a summary of the findings and recommendations as presented by the writers of the several position papers and related studies and reports.

TABLE 9.1
Reports and Publications Great Plains School District Organization Project

	Number of Reports					
Legend	Iowa	Missouri	Nebraska	South Dakota	Project Office	Total
Position papers:						
Educational needs	1				2	3
Demographic reports	1	1		2	1	5
Curriculum & Ed. Programs	1	2	12		7	22
Ed. Services	1		2	2	4	9
Organization & finance		1	1	3	6	11
Miscellaneous		1		1	2	4
Total	4	5	15	8	22	54
Related reports and studies	8	4	1	4	33	50
Grand Total	12	9	16	12	55	104

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[1] Prepared with the assistance of Dr. Ellis G. Hanson, Project Director for Iowa.

Factors Effecting Change

American society can best be described today and in years to come as fluid and rapidly changing. The explosion of knowledge and the consequent technological developments are exercising a profound influence on every facet of man's existence. In addition, the quest for full citizenship rights by all citizens is resulting in social upheavals in every part of the nation, including the Great Plains States. The rights and responsibilities of the individual in relation to the total society are undergoing dramatic assessment and reevaluation.

Within this general societal change, several distinct trends that have relevance for educational planners are identifiable in the Midwest. The most significant of these social and economic adjustments in Iowa, Missouri, Nebraska, and South Dakota are as follows:

1. The continued implementation of technology in the agricultural industry is resulting in:
   a. consolidation of family farms,
   b. acutely declining rural population,
   c. declining population in villages and small cities,
   d. the expansion of technically oriented ag-related industries and services, and
   e. a significant increase in the labor force in service-related occupations.
2. A population decline exists in most communities under 2,500, an apparent stability in most communities of 2,500, and a pattern of growth in communities above 2,500.
3. Ninety percent of all growth within the four states during the past decade has occurred within 32 Midwest cities. However, central city populations are declining and suburban populations are mushrooming.
4. Urban unrest has been created by inadequate housing, unemployment, poverty, lack of opportunity to exercise citizenship, difficulties encountered in adjustment to urban living, in many instances segregated education resulting from adherence to the neighborhood school concept, and the desire for local determination of educational policy within the central city school system.
5. There is considerable overlapping of many governmental services.
6. There has been a substantial outmigration of the highly trained 18–45 year age segment from the four states to other parts of the country.
7. Birth rates and growth rates are substantially below national rates.

One significant characteristic has prevailed in the patterns of growth that have characterized community structure and organization, and which has contributed directly to the growth or decline of centers of social and economic activity over the past two centuries. This is the approximate one hour travel time to and from the center of the socioeconomic area. The principal elements contributing to the constancy of the one hour factor and the ever expanding distance have been the following:

1. The general acceptance by the people of a maximum of one hour travel time in relation to their respective needs. Small and large trading centers

have been developed or have deteriorated on the basis of this criterion.

2. The number of people to be served.
3. The spatial distance to be covered.
4. The speed of transportation of the period, and within the area served.
5. The time allotment for the movement of goods and services.
6. The technology man has created to facilitate living.

Throughout the history of our country, the one hour travel time factor has remained as a constant, but the distance factor has undergone remarkable change as a result of changes in transportation and communication. Communities, or sections of communities, grow and expand on the basis of this one primary characteristic; and they deteriorate and disappear for the same reasons. This characteristic has been a major determinant in school district organization over the years, and will continue to be a significant influence in the future.

The fundamental necessity for a successful life in a rapidly changing society is the ability to be flexible—to adapt to change. Individual flexibility is a manifestation in part of one's ability to think, that is, to compare, relate, and associate confronting situations in a rational, logical, and analytical manner. Organizational flexibility is manifested, in part, by the ability of existing institutions within society to adapt and adjust to altering needs and demands imposed by the society. Future designs for educational organization must possess the capacity for both individual and organizational flexibility if education is to serve as a vehicle for sustaining and improving the society. This can be realized best through the provision of high quality comprehensive educational programs for all youth and adults based upon identified needs and conducted by efficiently organized and economically operated educational units.

Needs

The basis of all educational planning must be predicated upon an assessment of needs. The organization of education with a state system is not an end in and of itself. An appropriate structural organization enables a state to meet the identified educational needs by providing comprehensive educational programs and services at a high level of quality with optimum efficiency and economy.

Most educational needs identified by federal, state and local governments, by society, labor, business and industry, and by the individual student relate to one or more of the following:

1. the acquisition of knowledge and understandings,
2. the development of skills,
3. the development of individual and social value systems,
4. the development of capacities for individual and group fulfilment,
5. the ability to theorize, to conceptualize, and to relate theory to reality.
6. the maintainance of good mental and physical health, and the correction and improvement of physical and mental defects, and
7. the development of individual potential to its highest level.

Education's main purpose is to prepare youth and adults for the society in which they live—to prepare them for satisfying, contributing, and participating membership in that society.

Comprehensive Programs and Services

Comprehensive educational opportunities for all students are made possible through provision of programs and services to meet the educational needs identified at each level within the state school system. A total of twenty-two papers pertaining to the curriculum and various program areas were prepared by representative leaders in each of the four states and through the Project Office. Seven facets were consistently emphasized by these writers as basically important for the achievement of acceptable and desired results:

1. There is a need to clarify and define the goals for each of the respective areas of the curriculum, and for the total curriculum.
2. There exists a body of content material within each of the several areas of the curriculum which is important, which is in the process of change, and which must be related meaningfully to the individual student.
3. A breadth of program offering is essential if the basic concepts, the objectives of the program area, and the adaptation of the offering to individualized needs, and in program adaptation to changing needs of students and of society.
4. Appropriate staffing with well trained and experienced teachers is a primary factor of quality in program development and in program adaptation to individualized needs and changing needs of students and of society.
5. Each writer emphasized the essential requirement of adequate equipment and facilities for the satisfactory achievement of the educational objectives as related to their respective program areas.
6. Some writers placed stress upon the changing curriculum, the changing methodology, the recent developments in child learning theories and in program adaptation to these changing developments, the increased emphasis upon individualized instruction, and the increasing availability of new and improved tools for learning.
7. Some writers placed stress on a change from compartmentalized, highly structured subject matter areas to an interdisciplinary and interrelated approach for more meaningful learning situations.

Maxey and Thomas pointed out that the smaller the school, the greater the chance that the teacher will: (1) teach in two or more subject areas; (2) have a greater number of subject preparations; (3) be more poorly prepared; (4) receive less salary; and (5) have a much larger pupil load. Also, they found that schools with a total enrollment of 1,500 pupils or more were required in order to secure acceptable benefit of teacher preparation, and for the availability of more specialized personnel.

In another section of the same report Maxey and Thomas stated that on a computer analysis of the curriculum offering in all Iowa High Schools the average number of curriculum offerings in senior high schools was 69.8 in school districts with an enrollment of 500–749; 77.7 in schools with an enrollment of 1,500–1,999; and 100.7 in schools with an enrollment of 3,000 or more. The curriculum offerings in junior high schools of similar district enrollments were 34.0, 38.0 and 56.8 respectively. Significant differences favoring the larger districts were found in the number of curriculum offerings by subject matter areas. These included foreign language, fine arts, and all areas of vocational education. Maxey and Thomas summarized their findings as follows:

1. The larger the school district the more course offerings that are available to the pupils.
2. As enrollments increase, the more different course offerings are available in the areas of foreign language, business education, vocational education, and technical education.
3. Many course offerings in the larger schools are not found in the small enrollment schools.
4. Larger schools tend to combine, to coordinate and to strengthen offerings in ways that may not be possible in the smaller schools.

TABLE 9.2
Mean Frequency Distribution of Selected Areas of the Curriculum in Iowa By Size of District

	District enrollment		
Legend	500–749	1500–1999	3,000 & above
No. Senior H. S. curriculum offerings	69.8	77.7	100.7
No. Junior H. S. curriculum offerings	34.0	38.0	56.8
No. Senior H. S. curriculum offerings:			
Communication skills	7.1	6.6	8.2
Fine arts	4.9	4.5	7.3
Foreign language	2.4	3.6	8.4
Mathematics	6.5	5.7	6.6
Science	5.1	4.4	4.8
Social Studies	5.8	5.4	5.1
Agriculture	1.0	1.0	1.2
Homemaking	3.1	3.2	2.8
Industrial education	3.6	3.0	3.5
Business education	3.3	3.7	7.9
Vocational education	2.7	3.0	4.1
Marketing	—	—	1.0
Special education	—	1.8	1.0
Technical education	—	—	6.8

Source: Maxey, E. James and Thomas, Donald R., "Selected Comparisons of Teacher and Curriculum Characteristics Related to Educational Innovation for the Great Plains." (Prepared at the Iowa Educational Information Center, The University of Iowa, Iowa City, Iowa. Prepared for the Great Plains School District Organization Project. Mimeographed. 1967.) 124 pages.

The President's Panel on Vocational Education and the President's Committee on Youth Employment in 1963 placed great stress upon the need for programs of vocational training. Subsequent national reviews and reports have reemphasized the urgency of this need to be met throughout the country. Major increases in the allotment of federal money for this purpose have been made during the past five years. Shoemaker, in his position paper on vocational education, stressed the importance of providing comprehensive educational opportunities for all youth and adults at both the secondary and post high school levels. He supported the position that an adequate pupil and financial base is to be found in an area vocational school serving multi-administrative districts, or one which serves multi-secondary school attendance centers in one administrative district. In general, a pupil enrollment base, K-12, of 14,000 to 42,000 pupils is required to make possible efficiently organized and economically operated comprehensive vocational educational opportunities.

Turner reported that a district would need 20,000 to 25,000 students in order to meet all conditions for the curriculum in a satisfactory manner. After analyzing curriculum needs and programs of instruction he recommended that secondary school attendance centers should have a pupil enrollment from 500 to 1,500 pupils. The findings and recommendations by Maxey, Thomas, and Turner appear to be consistent with the projection of pupil enrollments to meet the identified needs as interpreted by the writers of the several position papers both in the content fields and in the newer concepts for child learning and development.

The several writers emphasized the need for comprehensive educational opportunities for all students. It was indicated throughout the papers that the availability of comprehensive educational opportunities is enranced by the following:

1. A balanced, flexible, and articulated program, preschool through grade 12.
2. An elementary school curriculum which includes:
    a. A language arts program, with emphasis on oral and written expression; listening; spelling; handwriting; literature; a second language.
    b. A social studies program that enables the child to understand the historical developments of our nation, its form of government, our economic system, and the relationship of our nation to others in the world.
    c. A science program that enables a child to know and appreciate science; to perform simple experiments; to interpret, record, and report accurately; to distinguish between truth and superstition; and to associate and apply science to daily living.
    d. An arithmetic program with emphasis on the usefulness of arithmetic and its practical and scientific applications.
    e. A health, physical education, and recreation program.
    f. A fine arts program in which the child learns to express himself through music, art, and language.

3. A secondary school curriculum with a broad program of studies and activities including:
   - English, language arts, and literature
   - Two or more foreign languages
   - Vocational Education:
     - Agriculture
     - Business education
     - Homemaking
     - Distributive education
     - Trade and industrial education
   - Physical education and health
   - Drama and speech
   - Mathematics
   - Sciences
   - Art
   - Creative writing
   - Music
   - Humanities

4. The provisions of special programs and services which include:
   a. A school media program (Instructional Resource Center).
   b. Pupil personnel services including:
      - Guidance
      - Placement
      - Psychological services
      - Learning diagnosticians
      - Health services
      - Attendance personnel
   c. Special education programs for at least the following areas:
      - Gifted
      - Mentally retarded
      - Visually impaired
      - Acoustically handicapped
      - Cerebral dysfunctions
      - Orthopedic handicaps and special health problems
      - Speech and language impairment
      - Emotionally disturbed
      - Delinquent
   d. Pupil transportation services.
   e. School lunch services including:
      - Breakfast program
      - Lunch program
      - Milk program
      - Special assistance programs to needy
      - Non-food assistance programs
      - Government commodity program
   f. Adult and Continuing education programs.

Aslin, in summarizing a defensible minimum for a comprehensive educational program, reported the need for a curriculum offering of the following units:

Mathematics	5–6	Social studies	6
Foreign language	4	Communication skills	6–7
Business education	5–6	Health and physical education	2
Industrial arts	2–5	Art and music	5
Science	5	Vocational trade areas	4 or more
Home economics	2		

Total number of units—in excess of 60.

It must be realized, of course, that this system of counting units may be antiquated within the near future. Significant developments and reported remarkable progress is being made with non-graded elementary and secondary schools, non-sectioned classes, and individualized instruction with the use of the computer and with other kinds of hardware and related tools for learning and instruction. However, it appears at this time that the school district organizational requirements to facilitate one or the other are not too dissimilar, and that the guidelines for the one are probably appropriate for the other.

These requirements appear to be somewhat less than the desired course offering as recommended by writers within specialized areas of the curriculum. However, Aslin provides for these needs by his statement that the 60-unit course offering is a "defensible minimum for a comprehensive educational program."

Quality

Quality is one of the more intangible aspects to describe in education. Discussing quality is attempting to describe what happens to an individual in the educative process, what happens to him as a result of attending school and participating in school-directed activities.

According to Schwartz quality education should produce individuals who:

1. utilize talents and abilities to the maximum of their potential,
2. seek to continue education throughout life,
3. are able to participate actively and positively in the world of work,
4. can engage in problem-solving at abstract and concrete levels, and
5. are developing positive patterns of values which sustain them as individuals and as members of society.

Schwartz identified ten keys to a quality educational program:

1. Professional staff with high qualifications are employed and are given the opportunity to perform the duties for which they are qualified.
2. Educational programs are designed to maximize the educational attainment of all the people in the community.
3. Specialized personnel and instructional services are available for all students.
4. Modern instructional media are available to all teachers and provisions for their effective and efficient use are assured.
5. Experimentation, innovation, and the process of change are readily apparent.
6. Systematic and organized evaluation and research are conducted continuously and the findings are used to improve programs.
7. Supporting services and personnel are available to maintain an effective and efficient system.
8. Physical facilities conducive to a stimulating educational environment are available.
9. Community support and understanding are readily evident.
10. Adequate financial support to provide for the essential ingredients of quality education is made available.

Schwartz held that the final assessment of quality is in terms of the performance of the finished product of the school, whether it be the dropout or the graduate. The measurement of quality is not in terms of buildings, motion picture projectors, teacher aides, or homeroom coffees. While there appears to be substantial evidence that the level of quality of a school or district is directly related to the extent to which the conditions described earlier are available, the burden of proof pertaining to the level of quality is found in performance measures. It remains for the professional personnel to develop imaginative approaches to evaluate the quality of the school system.

Efficiency–Economy

Efficiency in educational organization relates to the optimum utilization of all human and material resources in support of the comprehensive program. Efficiency is enhanced by having an adequate number of pupils to insure the employment and full-time utilization of well-trained teachers, administrators, supervisors, and special personnel.

Economy in the conduct of the state system of education to insure optimum utilization of the tax dollar requires that:

1. all areas of the state to be in a district maintaining at least a preschool through twelfth grade program,
2. a large geographic area for the taxing base to eliminate inequities,
3. an adequate pupil population to guarantee reasonable per pupil costs for comparable programs and services, and
4. state contributions to administrative district operations which approach or exceed 30-40 percent of basic educational costs.

Whitt found that an optimum district for efficiency and economy in business administration necessitated an administrative district servicing educational programs for 10,000 to 30,000 pupils, and an intermediate administrative unit servicing 30,000 to 50,000 pupils. He also indicated that inter-area cooperative or regional units were essential for some kinds of services, such as data processing, school plant planning and building programs, and for research and development. Purdy reported a probable minimum of 60,000 to 100,000 pupil base for efficient and economical utilization of electronic data processing. Robinson recommended an intermediate unit media organization to make possible the essential breadth and scope for school media programs. In a study of school building costs in Missouri, Englehart found that per pupil costs ranged from $1,540 in buildings housing 600 pupils to $2,800 for 159 pupils. Similarly, expenditures for plant maintenance and operation costs increased from $41 per pupil in school districts of 10,000 to 20,000 pupils, to $56 per pupil in districts with an enrollment of less than 500. In a very complete study of Iowa schools, Manatt reported that per pupil costs for central administration increased from about $10 per pupil in large districts to $80–$100 per pupil in small districts. He reported that if administrative services from the central office are considered to be important, then district enrollments must be 3,000 or more for acceptable efficiency and economy of operation.

Manatt reported that the unit costs per pupil varied from $400 in high schools with an enrollment of 1,500 to $700 in 100 enrollment schools. In a study of per pupil administrative costs in three of the four states, he found an average of $8.08 per pupil in the ten largest districts in Missouri, $11.20 in Iowa and $13.71 in South Dakota. At the other end of the scale the mean per pupil costs for administrative purposes in the ten smallest districts was $77.85 in Missouri, $43.80 in Iowa, and $31.71 in South Dakota. The range was from $3.51 to a high of $100.62 per pupil. His summarized findings include the following:

1. As district enrollments drop, per pupil costs for central administration, excluding costs of administering attendance units, increase rapidly.
2. Large districts spend more per pupil for special services than for supervision, and a smaller amount for general administration.
3. Median sized districts spend more dollars for general administration than for special services or educational supervisors.
4. Smaller districts of each state spend almost nothing for special services; A portion of the administrator's time is devoted to teaching.
5. Per capita expenditures for both general administration and total central administration vary inversely with district enrollment.
6. Small and median-sized districts do not have the services of educational supervisors or personnel assigned to special services.
7. Districts with 10,000 or more students spend more money for supervision and special services than for general administration.
8. Districts of median and smaller size schools spend most of their total administrative budget on superintendents, assistants, and secretaries.
9. Only the larger districts included in the study offered a broad range of administrative services.

There is a high degree of consistency in all of the position papers, whether they are concerned with acceptable program and service functions or with efficiency and economy of operation. The findings strongly support administrative districts of 3,000–3,500 pupils or more for adequate, efficient, and economical program offering and service functions in selected areas. This excludes vocational education and many areas of special education. Pupil enrollments of 15,000–20,000 or more are essential in the support of comprehensive educational opportunities for all students. In addition, there was supportive evidence for area educational service agencies serving 30,000–50,000 or more students if many essential programs and services are to be provided at an acceptable level of quality, with efficiency of organization and economy of operation.

Organization

When viewing optimum organizational patterns for a state system of education, the closely coordinated structural levels under the direction of one state board appears most defensible for the Midwest. Administrative districts should possess the capabilities of providing the programs and services recommended earlier. Enlarged and strengthened multi-county area education service agencies could then provide a wide array of specialized programs and services not feasible within administrative districts. The multi-county unit should be developed to coordinate all area education functions—those programs and services rendered to administrative districts as well as post high school programs and services on an area or multi-district basis.

The state education agencies must provide new and expanding leadership functions in order to insure education as a vehicle for sustaining and improving society and to perform its role and function as the officially established state agency for education. Coordination and performance of legislatively delegated regulatory functions will continue to be a vital responsibility of state education agencies. However, the importance of this role will diminish with the expanding leadership function. The state education agency should provide for the direction of all educational activities at the elementary and secondary levels, the post high school level in vocational technical schools and community colleges and in the area of vocational rehabilitation services.

It appears at this time that the most satisfactory means of achieving optimum organizational structure will be through some form of legislative mandate which prescribes a total state system incorporating all geographic areas of the state into a network of administrative districts and area education service agencies (See Summers, "Effective Legislation for School District Organization").

Urban Problems

Levine and Havighurst identified six major problems and imperatives associated with metropolitan development:

1. Fragmentation in the structure of local government.
2. The socioeconomic stratification and racial segregation.
3. Inadequate social environments for middle-income students in single class sections of the city and the suburbs.
4. Weakening of the unifying norms which facilitate productive interaction among citizens in the metropolitan areas.
5. Physical deterioration and the crisis in public finance in part of the metropolitan area.
6. The need for cooperation to solve the major problems of the metropolitan area.

In accordance with the need to conduct certain educational functions on a metropolitan area-wide basis in order to solve the above critical emerging problems of a metropolitan society, it was recommended that officially designated metropolitan intermediate districts be formed which should have the authority to perform all functions relevant to a metropolitan area. Specifically identified were the following responsibilities:

1. to represent and to act on behalf of member districts on all area wide commissions and organizations,
2. to raise a portion of revenues for public education,
3. to initiate and to implement programs to reduce social-class stratification,

4. to equalize professional salaries among the several districts,
5. to provide specialized personnel for research and development,
6. to develop and to implement projects for the improvement of human and intergroup relations, and
7. to collect area wide educational statistics, to develop improved measures to assess the quality of the schools, and to assess the educational effort.

Challenge of Change

On the educational scene today are many experimental programs, practices, and innovative activities. Many of these have not reached the perfection that would warrant wide implementation within a total state education system. However, many of these will find their way into general acceptance as their value and usefulness is tested and proven in practice. The organization must be capable of adapting and adjusting to these potentially imminent changes, six of which need to be given serious consideration:

1. There is increasing evidence that formal education for all three and four year old children may become an integral part of elementary education programs.
2. Nationally, there is increasing acceptance of expanding education for all students into the 13th and 14th years.
3. With the acceptance of grades 13 and 14 into the public educational organization, a new and promising 6–4–4 organizational pattern is emerging.
4. The continued development and refinement of technology is greatly increasing the potential for significant advancement in individualized programming and instruction. The results of many such experimental programs suggest that students learn more, learn faster, and are more highly motivated when utilizing technological equipment (See Purdy, "Electronic Data Processing in Education;" Purdy, "Emerging Concepts and School District Organization;" and Gilchrist, "New Concepts on the Educational Horizon").
5. Recent findings in research relating to the learning processes are having a profound effect upon instructional techniques, upon the organization of curriculum materials, and upon the age grade placement of learning experiences.
6. Some research presently underway suggests individualized self-realization instruction in smaller sized K-12 attendance centers within relatively large administrative districts in densely populated areas.

These are all promising educational practices in the process of being tested and proven. Whatever the structure for education it should possess the capacity for adjustment to imminent changes, whether those identified above or those that may emerge in the near future.

Throughout history educational organization has been a dynamic, everchanging element within our social system. The rapidity of change in all areas of human endeavor necessitates that educational organization be not only responsive to change, but a part of the change process itself.

Summary Statement

Fifty-five position papers were prepared by specialists in various program and service areas. Emphasis was placed on an analysis of available research and a review of the literature pertaining to essentials to be provided through the educational organization for the satisfactory achievement and fulfillment of the goals and objectives of the several programs and services. Selected findings and recommendations include the following:

1. Demographic change is directly affecting conditions to be met by the educational structure. With sparsely populated areas becoming more sparcely populated and with the continuing urbanization of the nation, the state school system must have great capacity for flexibility and adaptability to rapidly changing conditions in order to provide equitable educational opportunities for all youth wherever they may live in the state.
2. Needs to be met by the public school system are being defined at six different levels, including the local, state, and national governmental levels; and, by society in general, by business and industry, and by the individual pupil enrolled in the public school system. The structural organization for education must be such that programs and services can be provided to meet all identified needs in an efficient manner and with optimum economy in the utilization of the local, state, and national educational dollar.
3. The impact of scientific and technological progress and the greatly expanding world or work demanding unprecedented possession of intellectual and skilled abilities for successful and continuing employment necessitates the availability of comprehensive educational programs and services for all youth and adults.
4. Comprehensive vocational education training programs at the eleventh and twelfth grades and at the post high school level, and technical education at the post high school level, should be available for all youth and adults.
5. Breadth of program offerings (comprehensive programs) are inadequate and uneconomically provided to meet today's educational needs in secondary schools enrolling less than 100 in the twelfth grade.
6. Multi-high school attendance centers are essential to provide the necessary pupil base to make possible efficient and economically operated comprehensive vocational programs.
7. Quality in education will be determined in terms of the performance of the finished product of the school, whether it be the dropout or the graduate.
8. The findings of the several papers strongly support administrative districts of 3,500 pupils or more, and some form of an intermediate

echelon, such as an area educational service agency serving 35,000 to 100,000 or more pupils.

9. Multi-county administrative districts and multi-county area service agencies may be essential in the future to provide efficiently organized and economically operated programs and services essential for youth and adults in todays scientific and technologically orientated world of work.
10. New and innovative structural organizations are essential for both the sparsely populated areas and for the growing metropolitan areas.
11. The historical evidence concerning school district organization indicates that a state school system meeting todays needs today may best be achieved through some form of legislative mandate.

CHAPTER 10

CRITERIA AND GUIDELINES FOR SCHOOL DISTRICT ORGANIZATION

Preceding chapters have reviewed many aspects basic to planning for school district organization in any state. These include demographic factors to be given consideration, needs to be met, quality to be achieved, and the importance of size for organizational purposes. Also, they include the implications proposed in fifty-four position papers concerning various educational program and service areas organized to provide the desired breadth and scope of educational opportunities for all youth and adults. It is the purpose of this chapter to synthesize all of these data into a series of criteria and guidelines for school district organization. The ultimate objective is to establish some benchmarks which may be utilized by any one or more of the Great Plains States in planning for and in securing legislative enactment of statutes for a state school system to provide comprehensive educational opportunities for all children wherever they may live in the state and whatever their socioeconomic status might be. Primary consideration has been given to efficiency in organization and economy in operation. The criteria and guidelines are herewith submitted for further study, analysis, interpretation, and evaluation for continued planning and for implementation by those who are concerned with the welfare of all youth and adults in an age of unparalleled scientific exploration and technological development.

Criteria for the Development of Guidelines

The structure for educational purposes (school district organization) is the framework for providing and facilitating the many programs and services essential to meet the identified and approved needs. The adequate structure supports these various programs and services for the achievement of their respective goals or purposes at an acceptable level of quality, with efficiency in organization and economy in operation. The adequacy of the structure is directly related to the conditions to be met in determining the form, the nature, and the plan of the organization. The directions for the establishment of this structure are contained in a number of criteria which constitute the conditions to be met by the structure. The following criteria are proposed as a basis for the determination of guidelines which give direction in the establishment of a valid and defensible plan for school district organization.

Criterion Number 1

Needs to be met give direction to the total educational program as a service to and as an agency of the people. The educational needs to be met are defined at the federal, state, and local governmental levels, by society, by labor, business and industry, and by the individual student. Programs, services, and the supporting structure (school district organization) are established for the purpose of meeting the defined needs.

Criterion Number 2

Educational opportunities must be provided by the state for all, regardless of where they may live in the state, and regardless of their socioeconomic status.

Criterion Number 3

Educational opportunities must be equitable for all. Equitable educational opportunities provide for differences in individual pupil needs, interests, and capacities, and in relation to the needs as defined at the several levels identified in Criterion One, above.

Criterion Number 4

Comprehensive educational opportunities must be provided by the state for all the students of the state. The comprehensiveness of educational opportunities constitutes the one primary basis whereby education is equitable for all students, and whereby the needs of a growing, changing, and dynamic society can be met. Education cannot be equitable unless there is comprehensiveness in programs and services, or in well designed and highly developed individualized instruction. Also, it is one significant way in which education can attain relevancy for all youth and adults.

Criterion Number 5

All educational programs and supporting services must be provided at an acceptable level of quality or excellence. Successful education prepares students for life—as individuals and as members of society. The final test is the success of each individual as an individual and as a cooperating and constructive participant in the society of which he is a part. Contributing factors to this quality or excellence include: breadth and scope of program offering; competent, well-trained staff members; availability of appropriate human and material resources at the time when and place where they are needed; and a framework or structure for education that facilitates the contribution of each factor with efficiency of organization and economy of operation.

Criterion Number 6

All programs and services at all educational levels should be appropriately coordinated and articulated, both vertically and horizontally. Especially is this true for programs to be provided for children from the preschool level through the twelfth grade. (Some will include the thirteenth and fourteenth years; some will include the four-year college program. This study is primarily concerned through the twelfth grade.)

Criterion Number 7

The structure for education must provide for an efficient organization and utilization of all appropriate human and material resources in support of comprehensive educational opportunities for all. The structure should facilitate the optimum utilization of human time and effort, with adequate and appropriate availability of materials, equipment, and facilities.

Criterion Number 8

Economy of operation, or maximum educational returns on the dollar invested, must be facilitated by the structural organization. Programs and services must be provided with an optimum utilization of the taxpayer's dollar.

Criterion Number 9

Size of attendance units and size of administrative service districts have relevancy to the degree that the number of pupils and the geographic area served have a direct relationship to the quality or excellence of comprehensive educational opportunities for all children, and to the degree that such programs can be provided with efficiency of organization and economy of operation.

Criterion Number 10

Education must have stability in structure to ensure continuation of desirable programs and services. The strength and values existing in established programs, services, and organizational patterns should be maintained and preserved to the degree that they contribute positively, constructively, and optimally to the achievement of the objectives of the educational endeavor. The structure (school district organization) should possess those characteristics which give it stability, thereby eliminating the frequently recurring need to rebuild (reorganize) that structure with changing and expanding educational needs, with the ebb and flow of a mobile people, and with emerging social, cultural, and economic values held to be important by the people of the state and of the nation.

Criterion Number 11

School district organization must provide the structure and the framework whereby the human and material resources of the state can be brought to bear constructively, creatively, efficiently, and economically in the provision of comprehensive programs and services to meet the educational needs which the citizens of the state deem to be important. Among other things, this includes a fair and equitable tax base at each level of government in support of the total educational effort.

Criterion Number 12

Demographic factors influence and give direction to structure (school district organization) for education. Science and technology have effected a revolution in our mode of travel, the mobility of the people, and the concentration of population in a state. Concentrations of people, or lack of concentrations, influence and affect the way in which comprehensive educational opportunities are to be provided for all children. As sparsely populated areas become more sparsely populated, and as the people concentrate in metropolitan areas, the structure for education must adapt to and provide for the educational needs to be met at an optimum level, with efficiency and economy, wherever the youth and adults may be living. The structural organization must have the capacity for flexibility and adaptability to the mobility of the people it serves.

Criterion Number 13

Time/distance factors influence and affect structure and attendance centers within that structure. Historically, the determining element has been one hour's travel time. Whereas this was three to six miles for general travel during the years of our early ancestors, it has become 50 miles in many areas of all states today. Normally, travel time should not exceed one hour one way for approximately ninety percent of transported pupil enrollment, for services to be performed by administrative, supervisory, and service personnel, and for personnel rendering services in special education.

Criterion Number 14

There must be flexibility for change—change in needs to be met, in programs and services to be provided, and in the demographic characteristics of the state and nation. Science and technology have created a new way of life in our lifetime; it will create another for our children. School district organization must have the capacity for flexibility in adapting to and meeting the changing needs and demands of the times. Education for the future must increasingly become a part of the process of change itself.

Criterion Number 15

There must be adaptability to change. It is not enough to have flexibility for change unless there exists an adaptability to change. Flexibility relates to the capacity of the structure to appropriately provide for new programs and services as may emerge in the future, and to the mobility of the population. Adaptability relates to implementation of the capacity for flexibility in actual adapting the structure to such changes when and where it is desirable and advisable to do so.

Criterion Number 16

Public education must be responsible to the people. This responsibility should be exercised by and through the elected or appointed representatives of the people. Education, like all functions of government within the American concept of democracy, is, and must continue to be, of, by, and for the people.

GUIDELINES FOR SCHOOL DISTRICT ORGANIZATION

GUIDELINE NUMBER 1: Education is a state function.

Our founding fathers, in the Northwest Ordinance and in the Continental Congress, held education to be important. The Constitution, in omitting education as a function and responsibility of the Federal Government, delegated such responsibility to the states. The constitutions of all states admitted to the Union after 1800 specified that education was a function of the state. In the implementation of this function, most of the several states have provided for the delegation of designated duties and responsibilities, with commensurate authority, to appropriate subdivisions of the state. Board members, administrators, teachers and service personnel serving at the local level are agents of the state in the performance of the state's responsibility for education. All local educational governments are creatures of the state and exist at the pleasure of the state.

Today, education as a function and responsibility of the state is an accepted principle in the American system of government. The state legislative bodies, representing the people of the state, have responsibility for determining: (1) the structure or plan for school district organization; (2) the general nature and scope of the educational effort in the state; (3) the services to be provided in support of the educational programs to meet the approved needs; (4) the plan for financing these programs and services; and (5) the delegation of responsibility and authority to carry out the legislative mandates to an officially established state agency, such as a state board of education and/or a state department of education.

GUIDELINE NUMBER 2: All public education administered on a local or area basis, preschool through the community college, should be under the control of one board—the State Board of Education.

The state responsibility for public education, preschool through the community college level, should be exercised under the control of one board of education at the state level—the State Board of Education. The interests of education in a state will best be served by placing the state's policy-making responsibility for all public education administered at a local or area level under this one controlling body. All public education under one state board of education will facilitate:

1. The continuity and articulation of interrelated programs.
2. The providing of facilities and equipment (area level) for multiple purposes and programs wherein such utilization can be achieved without serious duplication or overlapping of function.
3. The providing of facilities and equipment at a much higher level of quality and adequacy at one center under one administering body than would be possible at multiple centers with a division of authority, responsibility and organization.

4. The more adequate financing and economical operation of the several programs, both for capital investment programs and for operational purposes.

When local taxing authority is granted, it is better for such authority to be exercised by one, and not more than two school districts (an administrative district and an area educational service agency) as opposed to multiple taxing authorities with many superimposed districts over the same geographical area. This will provide for greater fiscal responsibility in coordinated educational planning as opposed to multiple governing bodies constantly opposing each other for both local and state taxes in the planning, development and improvement of different but interrelated segments of the educational program.

The creation of additional boards at the state level for public educational programs is to be avoided. Multiplicity in control and administration promotes duplication, confusion, and added cost in the operation of similar and/or interrelated programs and services. For example, vocational education at the secondary and post-secondary levels should be under the State Board of Education and not under a separate state board for vocational education. There is need for comprehensive vocational training opportunities at the secondary level, post high school, and adult levels. Facilities and equipment which are very costly can be utilized satisfactorily in most instances for all three programs. Greater returns on the invested tax dollar can be secured when such programs, facilities and equipment are under one state agency. Similarly, programs for vocational rehabilitation, community colleges through the 14th year, special education programs of any nature serving in and through the public school system, should be under the general control and jurisdiction of the State Board of Education. (See Guideline Number 10.)

Community colleges are included for several reasons. Thirteenth and fourteenth year programs that are truly community oriented should be under the administrative authority for that educational area (the Area Educational Service Agency which is under the State Board of Education). This will facilitate articulation and coordination of programs, will provide for a more optimum utilization of facilities (when such facilities can serve more than one purpose), and will increase the returns on the educational tax dollar by eliminating expenses for dual administrative organization, dual facilities, dual equipment, and dual services. Furthermore, any local taxing authority for education purposes, including community colleges should be under one controlling authority, not under two or more authorities which are separate and apart from each other.

Appropriate standards for programs, staffing and facilities should be worked out cooperatively by the State Board of Education with the Board of Regents (Trustees) for the organization and administration of community college programs. This would include such problems as standards to be met and maintained for accreditation, transfer of credit to other community colleges and to four year colleges and universities, and other related administrative and curriculum problems. Although some difficulties may be encountered in the implementation of this plan for the operation and administration of two-year community colleges, it is believed that such problems would be fewer and less of an impediment to educational planning and development in the area than those that would accrue under separate organizational and administrative structures.

The above recommendation has been supported by the judgments of two groups of people who have been involved in the Great Plains Project. First, two of every three participants (legislators, educators, and representatives of labor, business and industry) in a four-state conference devoted to vocational education and area educational service districts, expressed themselves in favor of community or junior college programs being under the State Board of Education. Six experienced and nationally recognized educational leaders,[1] serving as consultants to the Project Staff, recommended unanimously that all educational programs administered at an area level, including vocational-technical programs and community colleges, should be under the direction and control of the Area Educational Service Agency.

> GUIDELINE NUMBER 3: The structure for education should provide for a three-echelon system—the state, the area educational service agency, and the local administrative district.

The first echelon in an organization for education is, of course, the state. Its responsibility is constitutionally delegated. The state, in the exercise of its obligatory function, can delegate or assign to subdistricts (local districts, county districts, multicounty districts) appropriate duties, responsibilities, taxing authority and policy making functions within the broad context of statewide operational practices consistent with recognized values, needs to be met, and programs and services to be rendered in the interests of all the people of the state.

The primary, or basic echelon, is the local administrative district. It is generally accepted that the quality of the total educational program is dependent upon the strength and effectiveness of the local unit, which is the basic administrative district. Regardless of the strength and quality of the first echelon—the state, or of the intermediate echelon—the area educational service agency, it is in the local district that the basic needs of youth and adults should be met. If the educational programs and services are limited, or if the quality of such programs and services is such that youth are not adequately prepared for job placement, for post high school training, or for college, then the administrative district has failed in its primary purpose. The other two echelons cannot duplicate or replace the leadership or the programs and services which can only be provided at the local level. On the other hand, strong, effective and truly functional local school districts have been and will continue to be one of the positive and constructive strengths of American education in and for the American way of life (see Guideline Number 5).

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[1] W. E. Bishop, Superintendent of Schools, Englewood, Colorado; William Emerson, Superintendent of Oakland County Schools, Pontiac, Michigan; Robert Gilchrist, Director, Mid-Continent Regional Education Laboratory, Kansas City, Missouri; Thomas Quick, Assistant Superintendent of Public Instruction, The State Department of Education, Columbus, Ohio, President, National Education Association, County and Intermediate Unit Superintendents; Arnold W. Salisbury, Superintendent, Cedar Rapids City Schools, Cedar Rapids, Iowa, President, The American Association of School Administrators; E. C. Stimbert, Superintendent of Memphis City Schools, Memphis, Tennessee, Member Executive Committee, American Association of School Administrators.

The area educational service agency, commonly known as the intermediate unit, is the third echelon in the state structure for education. As indicated previously, it provides a supporting function by making available both programs and services which administrative districts cannot provide at an acceptable level of quality, with efficiency and economy. Furthermore, the service agency provides leadership for education on a coordinating and area-planning basis with all other governmental services. It also performs area-wide community functions which serve the socioeconomic area of which it is a part (see Guideline Number 10).

Three patterns of development have been observed over the past few years, two of which are considered to be acceptable for long-range planning. The first is the creation of administrative districts which can provide all programs and services efficiently and economically at a high level of quality or excellence. Of the three patterns this is the most economical in the utilization of the taxpayers' dollar and in providing comprehensive and equitable educational opportunities for all citizens.

Furthermore, maximum local control and maximum local autonomy can be exercsed when the basic administrative district has jurisdiction over a major portion of the educational opportunities to be provided to all youth and adults. Inadequate local control exists when the educational programs and services provided are insufficient to meet the educational needs of students in these times. Too often, the tag of "local control" is given in defense of a very small local school district which provides educational programs and services that tend to handicap rather than to enhance the preparation of youth for expanding opportunities in the future. Optimum local control exists when the local board of education is in a position to establish educational policy concerning programs and services sufficiently broad in scope and high in quality or adequacy for meeting the needs of all youth. Only in this way can young people receive a training and preparation for life that enables them to succeed in their chosen field of activity and to become a credit to themselves, to their parents, to their community, and to their state and nation. The strong local administrative district is the bulwark of American education.

The second pattern provides for the establishment of area educational service agencies (intermediate units) superimposed on two or more administrative districts. The county unit system of the past 50–70 years is an example of this type of organization. Present trends are toward multicounty units for somewhat similar but many new and greatly expanded purposes, making possible the providing of programs and services which are dependent upon a large pupil base for economical operation. This system has the advantage of maintaining administrative districts at a local level. Schools are kept as near as possible to the people they serve. At the same time provisions are made for selected programs and services at an acceptable level of quality with efficiency and economy. Those programs and services which require a large pupil base or are very expensive to operate are delegated to the service agency which serves two or more local administrative districts.

The third pattern which prevails in some states makes it possible to establish many school districts for different purposes over the same area or territory. For example, it is possible in one state, Ohio, for citizens living in rural areas to be residents of four different school districts, three of which have taxing authority. These include the local school district, the county school district, the joint vocational school district, and a community college school district. Only the county school district lacks the power to levy taxes. Diversity in structure increases complexity and confusion rather than simplifying and unifying the educational process. Taxpayers are confused when they go to the voting booth and find multiple bond and levy proposals from three or more educational taxing districts, each competing against the other for the tax dollar. Teachers and administrators are confused when interrelated programs, such as area vocational schools under an area board of education, draw students from high schools which are under a local board of education.

The number of subdistrict levels for educational purposes within the state should not exceed two—the administrative district and the area educational service agency. In each instance the duties, responsibilities and interrelationships should be clearly and specifically delineated. Although it would be desirable and preferable to avoid the superimposing of one district over others, the advantages appear to outweigh the disadvantages when considering local autonomy, local control and the preservation of education as a governmental service as near to the people as possible. But the number of such superimposed districts should not exceed one in number—the Area Educational Service Agency (see the position paper by Dr. Robert Stephens, entitled "The Emerging Regional Educational Service Agency).

GUIDELINE NUMBER 4: The state should delegate appropriate responsibility, with commensurate authority, to the local administrative district and to the Area Educational Service Agency for the administration and control of education.

A value of high priority among the citizens of a state has been the keeping of decision making as near as possible to those who are affected by and who support the educational programs and services. Only in this way can a school system be sensitive to the differences that exist in the points of view that are important to all the people. To an extent consistent with the best interests of the state and of the nation, the state should delegate both responsibility and authority to appropriate administrative district levels for program development, staffing, maintenance of its own facilities, local taxation, and general operational decision making.

Only one of the fifty states, Hawaii, controls and directs the total educational effort from the state level. All others delegate by legislative action certain responsibilities with commensurate authority for implementation at a subdistrict (local and independent districts, county school districts, vocational school districts, etc.) administrative level. Generally, it is held that local initiative, local interest, and local support will be enhanced to the extent that citizens of a given area actively participate in the planning for and implementation of educational programs for their own citizens. However, it should be noted that the exercise of such responsibility and authority must be within the general provisions and framework for education as established by the State Legislature for all the schools of the state. Board members, administrators, teachers, and service personnel serve in a capacity as agents of and for the state at the local level. They are representatives of the local citizenry to the extent that they have authority and jurisdiction in educational matters over and beyond the requirements of the state authority as may be provided by the legislature.

GUIDELINE NUMBER 5: The basic unit in the structure for education shall be the local administrative district.

The objective should be to make each local school district in the state an administrative unit that is a self-sufficient district. This will necessitate a district of such size that it can economically provide and financially support a program of education sufficiently broad to meet the various post high school career needs of all of its students, including those entering college, technical schools, the labor market, and other post high school careers. There is substantial evidence that a school district should enroll over 20,000 students, K–12, in order to provide the required breadth, scope and quality of programs to make possible comprehensive educational opportunities for all youth, and to provide such programs and supporting services with efficiency of organization and economy of operation. If such administrative districts are not possible or desirable throughout the state, then some form of an intermediate unit or area educational service agency becomes a necessity.

However, confusion exists concerning the factor of bigness. On the one hand, civic and legislative pressure is being brought to bear to decentralize large administrative school districts in major systems such as New York, Detroit, and others. On the other hand there are many who claim that local control and local participation in education is a myth, that it is impossible to achieve in this day and age of massive educational programs and services. The former would limit local school districts to 20,000 to 50,000 pupils, while the latter would create districts in metropolitan areas greatly in excess of these numbers.

For the purposes of this study, it is accepted that school districts of 20,000 to 35,000 or 50,000 pupils will make possible broad, comprehensive educational programs and services for most pupils, and that districts in excess of this number should give consideration to some form of decentralization consistent with the guidelines proposed in this report.

At the same time, it is recognized that these enrollment figures are not possible in most areas of all four of the Great Plains states, except by including massive geographical areas in sparsely populated regions. At the present time only three districts meet the minimum suggested number of 20,000 in Iowa, three in Missouri, two in Nebraska, and none in South Dakota. This represents .15 percent of all of the 5,247 districts in the four states, or one in every 656 districts. Furthermore, it would require the total enrollments of fifteen counties in Northwestern Nebraska to attain this figure, ten in Missouri, and fifteen counties in South Dakota. These kinds of data give plausibility to a school district enrolling a smaller number of pupils, but still with a sufficient number to provide some programs and services at an acceptable level of quality, with efficiency of organization and economy of operation. All other programs and services would, by necessity, become the function and responsibility of the Area Educational Service Agency. Thus control of education for some programs and services within an administrative district would be retained at a local level for continuing interest, initiative, participation, and decision-making, while those necessitating a larger pupil base and a larger financial base would become the primary responsibility of the Area Educational Service Agency. Even in this situation, local control would still be practiced, since the member administrative districts would have their equitable voice in decision making and policy formulation, along with those from other member districts.

The dispersion of the population, geographical factors, and other conditions may make it either impossible or undesirable to create districts which enroll an optimum number of pupils in each attendance center. There is substantial evidence, supported by empirical judgment of knowledgeable school administrators, that some selected programs and services can be provided at an acceptable level of performance for districts enrolling 3,000–5,000 pupils. Certainly, comprehensive vocational education programs cannot be provided in districts of this size, and only very limited special education programs will be available. However, good general education and college preparatory programs can be developed and maintained with these pupil enrollments. In general, as the number of students decreases below 20,000, the more dependent the district must become for both programs and services from the Area Educational Service Agency or other echelons of the state school system.

In sparsely settled areas the key factor for the determination of attendance centers is the time/distance guideline. Although 500 secondary pupils (grades 9–12) is generally recognized as the minimum enrollment for acceptable breadth and quality of selected educational programs, the application of the time/distance factor may necessitate some smaller attendance centers. When such centers are approved, it must be recognized that (1) the program opportunities for the students will be increasingly limited; (2) there must be greater dependence on educational programs and services provided by an Area Educational Service Agency; (3) as enrollments become smaller it becomes increasingly difficult to provide more nearly equitable educational opportunities for all students; (4) the per pupil cost for such programs and services will increase with the decrease in enrollments; and (5) the state will have to provide a larger share of the increased cost.

It should be noted, however, that a distinction is made above between attendance centers and administrative districts. They are not necessarily one and the same thing. In fact, the sharply rising cost negates the principle of economy in operation when small attendance centers are synonymous with administrative districts. With rising local and state expenditures, it is becoming increasingly indefensible to perpetuate the existing form of school district organization.

Each administrative district should provide those programs and services which it can provide at a quality level of excellence, with efficiency of organization and economy of operation, and within the accepted time/distance factor. The suggested size factor, preschool–12, is as follows:

Comprehensive educational programs and services	Over 20,000
Accepted minimum for selected programs and services	3,500
Attendance centers in sparsely populated areas	Adjusted as necessary for the time/distance factor

GUIDELINE NUMBER 6: The administrative district, under one board of education, should have the delegated responsibility for all programs and services, preschool through grade 12, which can be provided with quality, efficiency, and economy.

The progress of boys and girls through the public school educational program should be continuous, articulated and coordinated. Curriculum planning and development should provide for continuity within each area and between related areas of the educational program from the time it is first introduced in the curriculum through grade 12. For example, reading is an area of study from the admission to school until graduation. The reading program should be planned as a continuous, coordinated, developing skill, with increasing emphasis upon the utilization of this skill for the acquisition of knowledge, understandings, ideas and related facets of personal development. Similarly, the science programs, the social studies, mathematics, and all other areas of the curriculum should have major attention devoted to both vertical and horizontal articulation from the primary through the high school. This essential articulation in the educational programs for boys and girls can best be achieved under one administration in a district having responsibility for the total educational program from the preschool year to graduation from high school.

Other related supportable positions for a unified school district include the following:

1. One taxing district, thus avoiding complicating financial issues on the ballot between districts and other difficult problems.

2. All of the people have a responsibility for public education through the twelfth grade, not for just a portion of the program, such as the elementary grades. (Many communities are accepting responsibility through the fourteenth year.)
3. The division of elementary and secondary education into separate administrative districts generally results in (1) small enrollment districts, (2) greatly increased administrative costs; (3) limited coordination and articulation in curriculum planning and development; (4) limited and inadequate supervisory and special services; (5) a greatly increased per pupil cost if equitable programs and services are to be provided; (6) a significant reduction in the quality of the programs and services provided when per pupil costs are comparable with those in unified districts.
4. It is generally accepted in the United States that every citizen has a responsibility for public education through the twelfth grade, including both financial support and the governance of the educational process. These factors are denied when the taxing districts are separated, and when high school youth are sent to neighboring districts controlled by a board of education which represents only the citizens of its own district.

The local unit, the basic administrative district, should have control of and responsibility for the total educational program, preschool through at least the twelfth grade.

GUIDELINE NUMBER 7: Pupil transportation time should not exceed one hour, one way, for approximately 90 percent of the transported pupils, and for professional personnel from the central office to the most distant attendance center or administrative district.

Maximum pupil travel time on school buses to attendance centers should remain a relatively constant factor, with distance being a variable in relation to road and highway conditions, and to the geographic contour of the area. Except in unusual circumstances, pupils should not be expected to spend more than one hour on the school bus each morning and each evening. The Area Educational Service Agency, in cooperation with the administrative district, should have the responsibility for planning and establishing pupil transportation routes, including the extension of the time factor for not more than ten percent of the number of pupils transported in any one given administrative district. Any extension beyond either the ten percent figure or the time limitation factor should have the approval of the State Department of Education.

Transportation routes need to be very carefully developed for the entire territory of the Area Educational Service Agency in order to avoid duplication of routes and to secure the most economical pattern for transportation within satisfactory time/distance limitations for all pupils. For example, circuitous bus routes, traveled by a large capacity bus, within a few miles of the school and taking an hour's travel time generally should be avoided. Rather, it may be more advantageous to use two or more smaller buses which might either go directly to the school or be a part of a feeder system to an express bus from one given point to the school center. Using this plan, it has been proven that a much larger geographic area can be served within the same time limitations for pupils traveling on the buses. Utilization of the computer in school bus routing is proving to be very helpful in many school districts.

It should be noted that the one hour travel time factor has applicability in several different situations. One is for school bus travel time to the attendance center, and another is car travel time for administrators and educational specialists in the AESA in traveling from the AESA center to the most distant attendance center (the Pennsylvania plan is an example).

GUIDELINE NUMBER 8: Size must be a variable in school district organization, never an absolute.

Much has been written about size as a basic factor in school district organization. Studies by Mort established the relationships between size and cost several years ago. Various studies have indicated positive relationships between size and quality, efficiency, and economy (see Chapter 8). Pupil program ratios for federally supported vocational programs have been established which relate directly to the total pupil enrollment. Similarly, the breadth of academic offerings, with adaptations to the academically talented as well as to the slow learner, are dependent upon the number of pupils enrolled.

Generally speaking, available research data and the judgment of knowledgeable educational leaders indicate that programs of quality, with related services which are provided with efficiency and economy, should have the following size characteristics:

Elementary attendance center:	300–400 pupils in a non-graded organization, or two or more classroom sections per grade in a graded K/6 attendance center.
High school attendance center:	1,000 or more pupils.
Administrative district with selected programs and services (9–12):	3,500 pupils or more (exclusive of comprehensive programs in vocational and special education.
Administrative district with comprehensive programs and services:	20,000 pupils or more.
Area educational service agency:	35,000–50,000 or more pupils, and coterminous with an economic area.

However, the time/distance factors negate the utilization and functional implementation of these size factors in some areas of most states. The following are suggestive under varying conditions:

Sparsely Settled Areas

Elementary attendance center (dependent on the time/distance factors):

a. One section per grade, or 175 pupils, grades preschool–6.

- b. As may be justifiable and necessary, with approval to be given by the State Board of Education or an especially appointed board or commission for school district organization.

High school attendance center (dependent on the time/distance factors):

- a. 100 in the graduating class.
- b. As may be justifiable and necessary, with approval to be given by the State Board of Education or commission for school district organization.

Administrative district:

- a. Service area for 1500 pupils, grades preschool–6.
- b. Any modifications below the 1500 enrollment level should be approved by the State Board of Education in very exceptional and unusual situations, or by a commission for school district organization.

Area educational service agency:

- a. Modifications would be made only in keeping with educational and governmental identification of socioeconomic areas for the state.

More Densely Populated Areas

Elementary attendance centers:

- a. Three to five sections per grade, or 525–1,050 pupils, grades preschool–6.
- b. Each administrative district should have the freedom to plan and to develop new and unique types of elementary attendance units to meet varying socioeconomic and geographic conditions, and to facilitate the introduction of new programs, new methodologies, and new instructional materials and equipment.

High school attendance centers:

- a. 300 in the graduating class.
- b. Each administrative district should have the freedom to plan and develop new and unique types of high school attendance centers to meet varying socioeconomic and geographic conditions, and to facilitate new programs, new methodologies, and new instructional materials and equipment.[2]

Administrative district:

- a. Few if any districts in metropolitan areas should enroll less than 10,000 pupils, grades preschool–12.
- b. Provision should be made for decentralization of administrative authority and responsibility in large metropolitan areas into units 35,000–50,000 pupils, grades preschool–12.

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[2] One new, dramatic and potentially significant movement within the past two or three years has been the development of educational parks which could conceivably serve 15,000–20,000 public school pupils. Each administrative district should have the freedom and the encouragement to innovate and experiment with significant variations from the accepted mode.

c. The structure and organization of all districts within an Area Educational Service Agency serving a metropolitan area should be studied, analyzed, and organized under the leadership of the Area Educational Service Agency, with the board of such agency serving in the capacity of a Metropolitan Education Commission.

The size factor for comprehensive and equitable educational opportunity for all youth and adults, wherever they may live in the state, is and must be a variable, never an absolute. This is a basic necessity in adapting structure to the greatly divergent factors of geography, transportation, time/distance, sparsity/density, and related socioeconomic conditions. It should be the function and responsibility of the board of education for the Area Educational Service Agency, working cooperatively with the leadership in each of the member administrative districts and the State Department of Education, to resolve these problems of structure within the general guidelines established by the state. Each one must be custom tailored to the local situations affecting attendance units and administrative organization, with the resulting structure (school district organization) making possible the provision of optimum programs and services, within acceptable efficiency and economy standards.

GUIDELINE NUMBER 9: Statewide planning for school district organization must provide for all sections and areas of the state.

The pattern of school district organization should be completed for each and all geographical areas prior to the approval and adoption of any statewide school district organization plan. Only in this way can the state avoid the inadequate and/or inappropriate placement of any one section or area within the proposed organizational structure.

Conditions do prevail whereby some existing school districts, in anticipation of a reorganization plan, seek to develop a proposal which, to them, is very desirable and advantageous. This local organizational planning is good provided it is consistent with all of the guidelines to be given consideration, and provided no contiguous section or area is left stranded without having the potential for being joined to or affiliated with a good administrative district and/or Area Educational Service Agency. A realistic appraisal of past practice indicates that instances do occur whereby some communities will endeavor to establish a viable district which does not include a nearby area that should be a part of a proposed merger. Such a district may lack the potential for becoming a sound administrative district, or for joining with other areas to form such a district. In such instances the children of this area are denied the educational training opportunities and services which are rightfully theirs. Factors contributing to such unintentional (or intentional) omission or exclusion include the following: (1) a school district or geographic area that has a very low taxable wealth; (2) a district that has a record of nonsupport for bond issues and operational levies; (3) attitudes and mores of a community concerning economic deprivation, racial imbalance, and related factors; and (4) community separation, division, and divisive attitudes and points of view resulting from misunderstandings and/or local community pride.

It is the responsibility of the state, in planning for school district organization, to provide fairly and equitably for all children, wherever they may live, by developing and approving a fair, just, and adequate statewide plan for school district organization. In such a plan, all sections and areas should be members of a good school district, and provision should be made for such placement prior to the finalization and adoption of a statewide plan.

> GUIDELINE NUMBER 10: The supporting and complementary unit for education shall be an Area Educational Service Agency which is coterminous with socioeconomic or metropolitan areas of the state.

Guideline Number 5 identified the basic unit of school government as the local administrative district. Also, it was indicated that a supporting unit was essential for providing many programs and services necessitating a large pupil base or a large tax base in order to insure development of programs and services at an acceptable level of quality, with efficiency of organization and economy of operation. This, then, is the purpose and function of the Area Educational Service Agency (AESA).

Purpose

The objective should be to provide supporting programs and services to all local administrative districts within the area, thereby making possible:

1. Comprehensive educational opportunities to all youth and adults.
2. Equitable educational opportunities to all youth and adults.
3. Maximum local interest in and control of education at local administrative district levels for those programs and services which can be provided with quality, efficiency and economy.
4. The providing of all programs and services at the area level which cannot be adequately, efficiently and economically provided by the local administrative districts.
5. The exercise of educational leadership in policy formation, planning and development:
    a. in all educational matters which are area (multidistrict) in nature; and,
    b. in all program and service areas which are interrelated with the total governmental structure that are area in scope and influence.

Pupil Base

Size, as indicated above, is not as important as the identification of the AESA to the socioeconomic or metropolitan areas of the state. However, the pupil base should be sufficient to make possible comprehensive vocational training programs, special education programs of various kinds, a well-developed and coordinated business management service, and the employment of highly trained, competent specialists in all program and service areas. Furthermore, the area district is emerging as the unit through which advances in many areas of technology can be most efficiently implemented in the educational process. For these purposes, the pupil base should be 50,000–100,000 or more, and no less than 35,000 except in very unusual and atypical situations.

Socioeconomic Area

Socioeconomic areas of a state were identified and interpreted in Chapter 4. Demographic studies in each state indicate that there are emerging socioeconomic areas which represent a convergence of business, industrial, and retail and wholesale trade interests and activities. They represent areas in which there exists a polarity of interests among the people for various and sundry purposes, whether it be business, pleasure, or personal reasons. Indicators of such area include studies of highway traffic movement, sales tax returns, indices of business activity, and of industrial and agricultural production. Such areas are currently being identified by sociologists, political scientists, economists, urban and state planning organizations, planning committees for the governor of the state or for the state legislature, and other interested study and planning groups.

Demographic studies indicate that there is at least one central city of some prominence located within each economic area. Patterns of relationships for various programs and services exist in and around this central city which tend to identify an area that possesses many common characteristics. Among other things, these include business and industrial establishments which provide employment opportunities to the people living in that area, a network of roads and resulting patterns of travel, retail and wholesale establishments, availability of many and varied services, recreational activities, health and welfare services, and most significant of all, a time/distance factor of approximately one hour from the central city. All of the above blend together into a functional and cohesive pattern of relationships which identify and characterize socioeconomic areas of each state. It is a part or section of a state to which the people of that area have a sense of belonging, with which they are intimately familiar by travel, and with which they carry on most of their trade and business activities, recreation pursuits, and religious and social activities. It is that area of the state which is increasingly being identified by state planning groups, whether it be business, industry or government. This is the area which should be identified for the establishment of the Area Educational Service Agency.

The socioeconomic areas identified above are normally multicounty in size. The Governor's Planning Commission has proposed 16 regional centers in Iowa. Economic planners in Missouri have identified from 24 to 31 centers, from 14 to 18 growth areas in Nebraska, and from seven to twelve in South Dakota. These areas become viable area educational service districts from the standpoint of pupil size, taxable wealth, the time/distance factor, and service to a people who have already accepted and adopted this geographic area as their business, recreational, and home living area.

Metropolitan Areas

However, the delineation is not so clear and definitive for major metropolitan areas. For example, the economic area of St. Louis includes some fifteen counties, and a school enrollment far in excess of any projections contemplated for school district organization purposes. Furthermore, there are within this economic area of influence, other satellite centers of major importance which surround the central metropolitan areas, but which are within the sphere of influence for the St. Louis economic area. These centers have a convergence of common business and personal interests which tend to make them comparable to the area cities, as described above for other socioeconomic areas of the state. Furthermore, the size, the problems, the relationships of a metropolitan area, including the central city and its fringe suburbs normally comprising one or two counties, contribute to its identification as an AESA for a metro area.

It is becoming increasingly apparent that the structure and organization for a metropolitan area is somewhat different than for the socioeconomic areas indicated above. In the first place, the economic area is usually a large and populous section of the state involving several counties. In the second place, these outlying areas have within them central cities that meet the criteria indicated above for socioeconomic areas, although they are themselves a part of the major central influence, such as St. Louis or Kansas City. The structural organization for this metro area must be such that it can deal effectively and constructively with all programs which are metro in nature and influence. Segmentation and fragmentation into heterogenous units is no longer effective for the resolution of common problems and issues. Isolationism in the flight from the central city to the independent and separate suburban communities only prolongs the decision-making process concerning issues that are vital for the survival of both. The day is rapidly approaching, if it isn't here already, when neither can remain independent, isolated, and survive.

The literature is replete with the identification of problems which are considered to be metro in nature. Among an extensive listing, the following may be noted: air pollution; water; sewage disposal; fire protection; police protections and crime prevention; highways and main arterial throughways; parks and recreational facilities; civic centers; museums; open housing; the flight of leadership from the central city; racial and ethnic imbalances; urban renewal and development; electronic data processing for various governmental purposes; and, the high cost of governmental services in proliferated political subdivisions of the metro complex. In the educational field, the listing includes the following: vocational education; special education; vocational guidance; electronic data processing; specialized child study services; social services; ETV and ITV, driver training; substantial financial savings through cooperative purchasing; coordinated educational and metro planning and development; a common tax base for avoiding inequities; and many others.

One particularly disturbing factor is that which pertains to the emerging urban problems as related to school district organization. Levine and Havighurst[3] identified six major problems and imperatives associated with metropolitan development:

1. Fragmentation in the structure of local government.
2. Socioeconomic stratification and racial segregation.
3. Inadequate social environments for middle-income students in single-class sections of the city and the suburbs.
4. Weakening of the unifying norms which facilitate productive interaction among citizens in the metropolitan area.
5. Physical deterioration and the crisis in public finance of the metropolitan area.
6. The need for cooperation to solve the major problems of the metropolitan area.

Levine and Havighurst conclude this section of their report by saying,

> The organization in an independent society is charged with tasks it cannot do alone.
>
> The problems which are so severe in the modern metropolis are attributable not so much to lack of technical knowledge for coping with them as to the underlying attitudes and the established political arrangements which prevent us from applying this knowledge to their solution. Here, then is a major challenge to the educational system.
>
> Recognition must be given in the future to the desirability of restructuring the educational system so as to enhance the likelihood that the schools can take a major part in the comprehensive area wide efforts to cope with the problems of metropolitan society.

Suggestions for resolving the troublesome metropolitan problems appear under the names of many and various writers. Implementation of proposals is vastly more difficult than the proposing of potential directions. Two reports among many that merit discussion will be identified briefly. The first is a statement on national policy by the Committee for Economic Development emphasizing the need to modernize local government in order to serve local interests more effectively and to balance central power in the federal system.[4] It calls for a reduction in the number of local governments in the United States from 80,000 to 16,000, a curtailing of overlapping layers of local government, the strengthening of the county system of government, and the elimination of separatism between the educational function and other governmental functions.

The second study was prepared by a subcommittee of the American Bar Association.[5] It proposes two levels of government for metropolitan urban areas. The local level for units serving not less than 10,000 would perform all the functions of government that it can perform well, while functions of an area importance would be administered by a metropolitan level of government. The latter would have responsibility for water supply, sewage and garbage disposal, principal arterial highways and public transportation, property assessment and tax collections, open spaces and municipal cultural facilities of area wide value, planning controls for land use to guide major trends of physical development, and air and water pollution controls.

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[3] A position paper. See the bibliography.

[4] *Modernizing Local Government.* Committee for Economic Development, New York, New York. July, 1966.

[5] "Recommendation Concerning Structure of Local Government in Metropolitan Areas." Section of Local Government Law, American Bar Association. Mimeographed. August, 1965.

Metro plans for educational organization have been developed and implemented in several locations. Nashville and Davidson County, Tennessee, have unified the total governmental organization, including education. Related but different innovative types of organization have been developed or proposed for Dade County, Florida; Clark County, Nevada; Louisville and Jefferson County, Kentucky; The Denver Metropolitan Area; and many others. It is proposed that each of the major metropolitan areas of the four Great Plains States constituting the central city and the contiguous suburban areas be designated as an Area Educational Service Agency for educational purposes (see Guideline Number 11), and that the AESA Board serve as a metropolitan Commission for public education with the authority and responsibility for determining an appropriate plan of organization consistent with other governmental services, problems, issues and patterns of decision-making adapted to the needs and to the people of that metro area.

Education and Other Governmental Services

It has been a thesis of this study that education is and must be an integral part of the total governmental services provided for all of the people of the state. It cannot and must not be one agency of government operating separately and apart from other governmental agencies. Education should be a part of the total governmental planning process, and the Area Educational Service Agencies should be coterminous with the emerging statewide socioeconomic areas for related governmental services. The Area Educational Service Agencies should be coterminous with the socioeconomic areas being developed through the Governor's office or other state planning agencies. Present proposals indicate that there would be from seven or eight to no more than fifteen or seventeen areas in each of the four Great Plains States.

If this guideline is adopted for implementation, it is imperative that the educational leadership of the state become a part of the structure of the state for long term coordinated planning and development. Only in this way can education, as one of the major facets of the total governmental effort, and one which utilizes a significant portion of the taxpayers' dollar, be appropriately coordinated with and become a part of the governmental programs and services to all the people of the state.

Summary Statement

The supporting and complementary unit for education shall be the Area Educational Service Agency. Each such agency shall provide those programs and services which cannot be provided at a quality level of excellence, with efficiency of organization and economy of operation, at the local administrative district level, and those programs and services which are area wide in significance and influence. The size factors (preschool–12) for area wide programs and services are as follows:

Comprehensive vocational educational programs	20,000–50,000
Special educational programs	20,000–100,000
Business management	35,000 or more
Curriculum development and research centers	35,000 or more
Electronic Data Processing	60,000–100,000 or more
A coordinated team of educational specialists	35,000 or more

GUIDELINE NUMBER 11: A study and planning commission should be appointed, with financial support from the state, for the identification and determination of the socioeconomic/metro areas of the state, for the Area Educational Service Agencies coterminous with the socioeconomic/metro areas, and for proposing function, responsibility and interrelationships for such agencies.

Several states, through the Governor's office or other planning agency, have proceeded with the identification of socioeconomic areas as a potential basis for expanding, developing and improving governmental services to the citizens of the states. Generally, education has not been given major attention in this planning for the future. However, the time is past when any one segment of governmental services should be separated from the others in developing plans and proposals for the future. Education, as one major phase of governmental services, and as a major consumer of the taxpayer's dollar, should be involved in and be interrelated with the planning for the organization and structure for all governmental services in a rapidly changing society.

It is proposed that a study and planning commission be created, and that the membership be selected representatives from the following:

—The Governor's Planning Department for local and state government.
—The research and planning division of the state legislature.
—The State Department of Education.
—Representatives of the educational leadership in the state.
—Research and planning bureaus from colleges and universities.
—Representative sociologists, economists and political scientists.
—Labor, business and industry.
—Others as may be appropriate within each state.

As indicated in Guideline 10, recent technological and scientific developments and the impact of these developments on the American way of life have established the feasibility and the desirability of identifying the structure for education with major areas of the state having a commonality of interests, business and industrial activty, and related endeavors. But the study and establishment of such a structure (The Area Educational Service Agencies) should not be determined separate and apart from all related planning and development for governmental, business, and industrial purposes. It is time for the establishment of unity in planning and purpose for area-related governmental services and programs. This would be the primary purpose and function of the proposed study and planning commission.

Each AESA Different

It was stated in Guideline Number 2 that the structure for education (school district organization) must be custom tailored to each area of the state. This is especially true for each socioeconomic area and for each metropolitan area. The needs and the educational problems of each major standard metropolitan statistical area (SMSA) are complex, varied, and significantly oriented to its own particular situation. The problems of such an area cannot be resolved by legislation, mandates, decrees or formulas devised for application to two or more such areas within any given state. These are area problems that must be resolved at the area level, with assistance from state and federal funds. Although area in nature, the manner in which these problems are resolved, or left unsolved, has a direct influence on the rest of the state. The most remote section of the state is no longer isolated from or immune to the problems of any one segment or area of the state, including the economically deprived areas (rural or core city).

There exists little evidence throughout the nation that the organizational patterns for educational purposes have developed from a rational design in keeping with a master plan. They have just emerged. As the cities have expanded through annexation, so have the educational areas of the school district expanded. As cities have become surrounded by other cities, so have city school districts become surrounded by other city school districts. Some cooperative working relationships between metro-area school districts have been effective, and an occasional new structure has been created which may point the way for others. However, to a very large extent school district organization in metropolitan areas remains an enigma on educational structure and a major challenge to metro expansion and development in the future.

Planning Area Structure

There are two approaches to problem resolution which could be taken by the state and/or metro areas. One is the formation of the Area Educational Service Agency (see Guideline 6). All administrative districts within the area would be members of a metropolitan educational district, with the board of education being, in reality, a Metropolitan Education Commission. This board, or commission, would have primary responsibility for the planning, development and implementation of a metropolitan educational program for all areas of the educational effort which are metro in nature. Furthermore, they would have the responsibility for developing and coordinating the area educational programs and services with the planning and development for all governmental and related programs and services which are metro in nature.

The above recommendation, when implemented, would resolve one of the major problems in educational expansion and development within a metro area. A major urban complex, composed of 15–30 separate and independent school districts, lacks a united and coordinating voice for education in urban (urban and suburban) planning and development. This segmentation of educational responsibility has opened the door for urban planning and development at local, state, and national levels either without the voice of education being heard, or with the proposals for educational planning and development being made without consultation with the educational leadership. The AESD would provide this voice for education at the level and with the prestige necessary for it to be heard.

The second approach would provide for the creation of a study and planning commission for each major metro area. The purpose and function would be the same as for the plan suggested above. The primary difference exists in the amount of responsibility and authority delegated to the respective planning group. The first would be a legally constituted and organized educational service agency charged with the resolution of the metro educational problems which confront it, and for representing the area educational interests in all phases of metro planning and development. The second is a study and planning commission, with recommendations to be made concerning metro structure, organization, responsibility and plan for implementation concerning education, and concerning educational interests in cooperation and coordination with all metro planning and development.

Such a study commission would have many options for its consideration and recommendation. The following are suggestive of the possibilities:

1. Creation of the Area Educational Service Agency, as proposed above.
2. Uniting of education with all governmental services for a metro area, as illustrated in the Nashville-Davidson County innovative organization. (Also, Dade County, Florida and Clark County, Nevada.)
3. The metropolitan education district—Louisville and Jefferson County, Kentucky, proposal.
4. The Great High Schools Plan, Pittsburgh, Pennsylvania.
5. The educational park plan for a metro area.
6. Others as may be conceived and developed for the needs, structure, and organization of a given metropolitan area.

Either approach outlined above appears to be valid and sound. Each has merits for the resolution of major problems within the context of local (area) determination supported at the local and state levels. But action is demanded. The problems forcing themselves for resolution in metro areas cannot be delayed by governmental indifference or partial steps for solution. The consequences for inaction, or pseudo action, or partial measures will only result in the compounding of the social, political, economic, organizational and service problems of the metro area. Furthermore, educational planning and development for a metro area should move forward with or without area planning and/or organization for related metro programs and services. Although it would be desirable to move forward together, educational organization cannot be delayed. If it must move forward alone, it will be in a position to provide cooperative working relationships on an area wide basis with and for related governmental programs and services.

Desegregation

Either approach outlined above must come to grips with some of the most critical problems confronting our society. One example is the increase of educational problems in economically deprived parts of the central cities. These are area, state and national problems, not just the problems of the school district in which they happen to occur. Many were created because of inadequate educational opportunities provided in those sections of the state and nation from which the in-migrants came. Also, it is becoming increasingly evident that the movement to the suburbs does not provide release from responsibility.

Another example pertains to de facto segregation. Whereas America has been termed the "melting pot" for nationalities, races and creeds since its beginning, it is in the process of discovering that the "melting pot" has become the "hot pot" for one of the long enduring and most troublesome of all of its population problems. If we believe in America, we believe in people. If we believe and have faith in people, we believe in equitable educational opportunities for all, not just a few, regardless of nationality, race or creed. Education can be the leavening ingredient in our society for the amelioration of social and educational ills if we but give it the opportunity.

The beliefs and values of the American people, including all sections, are still clouded concerning both the issues and the means for resolving the issues. Excellent lip service is given to the cliches of the American way of life, but there remains much to be achieved in translating these beliefs and values into a realistic, workable plan for day to day living. In a like manner, there is much to be achieved in learning to live, work and recreate as one American people, respecting the rights and privileges of the other. There is much to be achieved in and through the educational system for the accomplishment of this objective.

The problems in each SMSA are different as they pertain to the *de facto* segregation. Some cities with 15–35 percent negro population appear to be developing very satisfactory solutions. Cities with 65–90 percent negro population do not have this potential for self-resolution of the problems and issues. It was noted above that when educational problems outgrew the administrative district and became problems affecting the socioeconomic area, then these problems, programs or services, should be delegated to the Area Educational Service District. So may it be for problems emanating from racial balances and imbalances in our society. Such problems and issues may be appropriately delegated to the AESD in those areas of the state where it is desirable and advisable to do so. When it is so determined, then it would become the responsibility of the planning and study commission, or the AESD Board of Education, to so recommend and to provide the policies and framework for implementation of the program and/or service designed to meet the identified need, whatever it may be.

All of these problems, and many others, would be included in the planning and development of socioeconomic/metro areas, and of AESA Agencies, by the proposed study and planning commission. The fulfillment of such functions and responsibilities would constitute a major service to the people of the state.

GUIDELINE NUMBER 12: School district organization should contribute to the adequate and equitable financing of public education, with funds to be received from federal,

The problems of financial support for public education have always been with us and always will be. The issues are threefold: (1) to determine fairly and accurately the financial costs of the programs and services to be provided; (2) to identify fairly and accurately the changing sources of taxable wealth in our society; and (3) to assess these sources equitably for the support of the programs and services to meet the approved educational needs.

The literature is replete with examples of unfair and inequitable distribution of wealth in the support of education. This is a factor which has been made increasingly critical with the existing systems of school district organization in most states. It is compounded by the increasing concentration of wealth in a few school districts which serve a relative small number of pupils compared to the total number of children of the workers who have assisted in producing this wealth. For example, it is not uncommon for one school district to have a very high assessed per pupil valuation due to the location of major industrial or utility development within its boundaries, and for the children of the workers who assist in the production of this wealth to live in an economically and educationally impoverished school district. Neither is it uncommon for one district to have sufficient wealth (per-pupil tax valuation) to make possible a very high per-pupil operational expenditure with a very low tax levy, while a neighboring district, with two to four times the effort (tax levy), can produce less than half as much per-pupil operational money.

Also, it is becoming an increasingly accepted fact that the educational needs of some children will cost more money than others. There are high-cost educational programs which must be provided, including vocational education, programs for the economically deprived, and special education programs, such as those for the physically handicapped, the emotionally disturbed, the very slow learning, and others. Since these areas represent the needs of youth and adults, the programs, related services, and financial resources of all the people must be utilized to the support of such programs and services wherever the need exists.

Suggested criteria to be utilized in an assessment of the financial program for public education include the following:

1. There should be access to and the availability of financial resources to provide the programs and services to meet the educational needs of all youth and adults, and the needs of the state and nation.
2. The educational needs may be met through one or more of the following sources: federal, state, and local monies; and from private sources.
3. There should be an equalization of the tax burden (to avoid pockets of great wealth and of poverty when utilized in the public sector).
4. The administrative district closest to the people has a large degree of independence in determining educational objectives, program develop-

ment, and financial integrity in budget making and expenditure of funds to meet the defined needs.

5. Every effort should be made, consistent with the above four criteria, to secure maximum returns on the tax dollar invested in education. Major attention should be given to the economies which can and should be effected based on such factors as structure, size, organization and operation.

There are five sources of funds for the support of the educational effort, three of which are primary sources. They are as follows:

Federal Funds

The flow of federal funds for educational purposes increased significantly with the advent of Sputnik. A major breakthrough was effected with the passage of the Elementary and Secondary Education Act of 1965, and with the vocational-technical acts of 1963 and 1965. Additional monies have been made available through related agencies for educational purposes, such as Head Start. It is to be anticipated that federally assisted programs with both categorical and general aid will continue and increase in the years ahead.

State Funds

The states became a major contributor of monies for educational purposes at the local administrative district level with the great depression in the 1930's. It is probable that the state's role in distributing its wealth in support of educational programs through various formulas (foundation programs) will be continued and expanded in the foreseeable future, and that the ratio of the state dollar to the local dollar will increase. The state, as a collecting and distributing agency, provides a basis for the assessing of taxable wealth where it exists for utilization where the pupils live. Also, it makes possible a form of equalization of the tax burden to meet the educational needs of all the pupils, with an equitable level of local support for participation in the state financial plan for education. The role of the state in the equitable financial support of such programs will continue to increase as the cost of education continues to increase, as the needs to be met necessitate new and more expensive educational programs, as socioeconomic variables are identified in relation to needs to be met, and as the source of taxable wealth (real estate, personal property, income, etc.) continues to be modified by changes in our society.

While the range of state support for education varies among the states from approximately ten to eighty percent, the average is about forty percent. It is anticipated that this ratio will continue, or perhaps increase, in the years ahead. It appears certain that the amount of federal money will increase, with some forecasters predicting the following ratio of support: 40 percent federal, 40 percent state, and 20 percent local. With the decline of real estate as a defensible tax base, with the real wealth of the citizens increasingly being located in forms other than real estate, with the great diversity and disparity of wealth throughout the state, many financial analysists advocate that the state must become the tax collecting agency for the entire state. If the state collected the educational tax money that is now being assessed at the local level, funds would be redistributed to local school districts on a prorated per-pupil basis, and for the kinds of programs and services provided. Such a proposal has merit, but legislators have also found that a great number of problems exist in any attempt to translate such a plan into workable legislation. However, such a plan, or a modification of it, is a possibility within the foreseeable future. Until such a statewide plan is developed and implemented, it is imperative that the state formula recognize and make possible an equitable distribution of the tax dollar in terms of local ability and effort, in terms of the source of taxable wealth, and in terms of cost differentials for different programs and services.

Area Educational Service Agency Funds

It is the responsibility of the state to determine the proportionate share of local and state funds for the support of approved educational programs and services. The local share is generally based upon ability (taxable wealth) and upon a fair and equitable local effort (local tax levy), with the state providing additional and equalizing funds. The determination of fair and equitable local and state share in the support of education is becoming increasingly complicated due to (1) extremes of wealth and poverty within local school districts as presently organized; (2) increasing enrollments resulting in the necessity to collect more tax money for education; (3) inflation, and the need to expend more money per pupil to maintain present levels and standards; (4) the fluidity of taxable wealth, or the shifting of the basis of wealth from primary dependence upon real estate to many and varied sources; and (5) the political factors which, in the past, have necessitated some distribution of money on a flat grant basis, regardless of need in relation to local ability (tax valuation per pupil).

Many possible solutions to the above financial dilemma have been explored by committees of state legislatures, by writers in the field of public school finance, and by others. As indicated above, many finance personnel advocate a statewide real-estate tax with the redistribution of the money being made to local school districts on a per-pupil basis. The purpose of this proposal would be to equalize the extremes in local wealth and poverty by the state on behalf of and for the local school districts. Another proposal would establish a comparable type of equalization on an area basis (county, multi-district) within the state in which property (and/or other sources) would be taxed on an area basis, with the money thus collected redistributed to local school districts on a per-pupil basis.

There is no easy solution to these problems. Some of the alternatives appear to be as follows:

1. Let the state take over primary responsibility for the financing of all public education.
2. Create local administrative districts of such size that the source of taxable wealth will be available for assessment for educational purposes

without major pockets of wealth and poverty as exist at the present time. Even with this plan, the state would need to provide equalization money between such districts within the state.

3. Create defensible local school districts (see preceding guidelines) and an area educational service agency, with the latter having a delegated power and responsibility for one or more of the following:
   a. Utilize the AESA as a taxing base for all programs and services which have been assigned to it, such as vocational education, special education, data processing, some aspects of business management, curriculum research and development, and others. This would equalize the area taxing power for selected programs and services, but it would permit the continuation of the pockets of wealth and of poverty for locally administered programs and services.
   b. The AESA would assess a basic or minimum levy for all of education, with the money thus collected redistributed to all member local school districts on a (1) per-pupil basis; (2) program basis; or (3) per-pupil and program basis. Each local district would be required to levy an additional local levy for programs and services over and above the basic or minimum distribution made possible through the area levy.
   c. Plan "c" would be the same as "b" above, except that the area levy would be made for all educational programs and services. This would equalize the total atxable wealth of an area for all children wherever they may live within the area, but with the local school district exercising control over the expenditure of the money thus collected. Furthermore, the local school district should retain the right and privilege of imposing upon itself additional tax levies for the upgrading and continued improvement of the educational programs and services within that district.

It should be noted that the state would need to provide equalization money between all area districts under each plan (a, b, and c, above).

It is proposed in this guideline that alternative number three, above, be supported within the state plan for school district organization. Furthermore, it is recommended that legislation be permissive for area determination within 3a, or 3b, or 3c in accordance with appropriate legislative guidelines.

Administrative District Funds

Each local administrative district should have local taxing authority. The extent and the degree of this authority will be dependent upon decisions made pertaining to the proposals contained above for Area Educational Service Agencies. In any plan, however, each administrative district should have the right and privilege to tax itself in excess of the amounts of money provided from state and area educational service agency sources. Thus, with a greater effort (local tax levy) an interested citizenry would be able to provide additional funds for the support of a higher level of programs and services which, to them, are significant and important.

GUIDELINE NUMBER 13: The state agency, in the fulfillment of its leadership function for education, must be organized to provide new and extended services.

If education is to remain a function of the state, if the state is to provide educational leadership beyond the "minimum standards", if the state is to provide leadership which will assist in making possible educational programs of high quality, with efficiency and economy in the expenditure of the federal, state, and local tax dollar, then it is imperative that the state department of education, as the officially established agency of the state for education, be organized to fulfill the role of educational leadership for all the people of the state. Such a role becomes imperative with the reorganization of school districts, and with the demographic changes bringing about urbanization.

Educational problem-solving in any and all states necessitates a unified and coordinated approach to decision-making and to action for implementation. Just as our society is becoming increasingly interdependent, so is education becoming increasingly interdependent in all of its aspects. The state, having primary responsibility for education, should play a significant leadership role in effecting this unification and coordination of effort.

Educational planning and development in a state is dependent upon the cooperative and coordinated efforts of five general classifications of institutions and organizations: (1) all who represent the citizens of the state in the legislative assemblies; (2) all who officially represent the state for educational purposes at the state level, especially the State Board of Education and the State Department of Education; (3) all colleges and universities participating in the training and in-service growth and development of teachers and administrators; (4) all public school personnel, including board members, administrators, teachers and service personnel; and (5) the related state and local organizations of citizens, labor, business and industry who seek the improvement of educational opportunities for all youth and adults in the state. The state, as the primary agency responsible for education, should provide the leadership which will enable educational statesmanship to be exercised in this coordination and unification of effort on behalf of education in the state.

The constitutionally delegated leadership role of the state for education needs to be greatly strengthened for coping successively with the challenges that are confronting it today and in the immediate future. This will become imperative with the reorganization of school districts and with the changes that are occurring in education as a result of scientific and technological developments. The following may be mentioned as suggestive of a great number of problems that are confronting and which will confront the officially established state agency for education in the very near future:

1. There is a need to expand the leadership function and to limit the regulatory functions.
2. Direction, coordination and cooperation in highly technical and costly areas, such as electronic data processing, should be provided to all districts, with some services being provided directly from the state.

3. The state must increasingly attract and retain highly trained and qualified personnel in all fields of education. The rapidity of turnover and the difficulty of attracting adequate and competent replacements within the existing salary limitations appear to be some of the most crucial problems in State Departments of Education today. It is imperative that the officially established state agency for education be in a position to attract, to employ, and to retain personnel who can render the highest level of educational leadership in the state. Such professional personnel must be recognized and respected leaders by educational personnel in all administrative districts of the state, by lay personnel throughout the state, and by members of the General Assembly.
4. The state is committed by the constitution to provide leadership in and for education. This responsibility can only be fulfilled to the extent that it officially delegates authority and responsibility to its officially established state agency for education, the State Board of Education and the State Department of Education. The changing educational needs in the state, the changing role of leadership at the state level, the changing nature of education and the tools to facilitate the learning process necessitate the need for recurrent consideration by the legislature of the number and quality of essential personnel, and of the financial resources required to fulfill this leadership role at the desired level of adequacy.
5. The development and implementation of a valid plan for school district organization in the state will necessitate trained personnel to render a broad array of specialized services to enlarged local administrative districts and area educational service agencies.
6. From 45 to 50 percent of the public school children enrolled in the public schools are located in metropolitan complexes in Missouri and Nebraska. Forty percent of the children in Iowa are enrolled in the 25 largest school districts. The State Department of Education must be adequately staffed with highly trained and capable personnel and be appropriately organized to provide effective and respected educational leadership and services to all parts of the state, including rural sections, suburban communities, urban centers and metropolitan areas.

Notable efforts are being made for the strengthening of the State Departments of Education. For example, the newly established Commission of the States is a major step in this direction. Title V, Section 505, of the Elementary and Secondary Education Act, had as one of its primary purposes the strengthening of the State Departments of Education. Additional federal monies will be allocated under Title III for this same purpose in FY 1969. Some legislatures, recognizing that the educational strength of the state rests primarily upon the leadership role of the State Department of Education, have enacted legislation which greatly strengthened both the role of the State Board of Education and the responsibilities of the State Department of Education.

With school district organization patterned after the guidelines proposed above, there will be a need for new and greatly expanded professional leadership and services from the officially established state agency for education, the State Department of Education. This will include highly trained personnel and a larger number of this personnel to serve effectively and constructively. Each state should immediately assess the requirements for service in this new organizational structure, and proceed immediately to prepare and equip itself for the performance of this new and expanded service role.

It is repeated here for emphasis that education is a state function. The strength of the state rests in the optimum performance of its leadership role at the state level, supported by strong administrative districts providing comprehensive and equitable educational opportunities for all youth and adults of the state. Education will continue to be a state function only as long as these conditions are met.

GUIDELINE NUMBER 14: District organization for educational purposes shall be developed from the establishment of a pattern of relationships of all relevant criteria that will provide optimum educational oportunities for all youth and adults living within the boundaries of that district.

School district organization is a composite of all relevant guidelines considered to be essential to provide comprehensive and equitable educational opportunities for all youth and adults at a high level of quality or excellence, with efficiency of organization and economy of operation. This means that the designing of a plan for the organization of education must be custom tailored to all of the several individualistic and peculiarly significant factors which are characteristics of each and every community, or interrelated communities. It pertains particularly to the educational needs to be met, to the characteristics of the geographic area, to the demographic factors of sparsity/density, to technologically related factors of time/distance, to the economic factors of financial ability and effort in support of the educational endeavor, and to the related factors of community structure, community leadership, community mores and community values ("community" is defined in very broad terms).

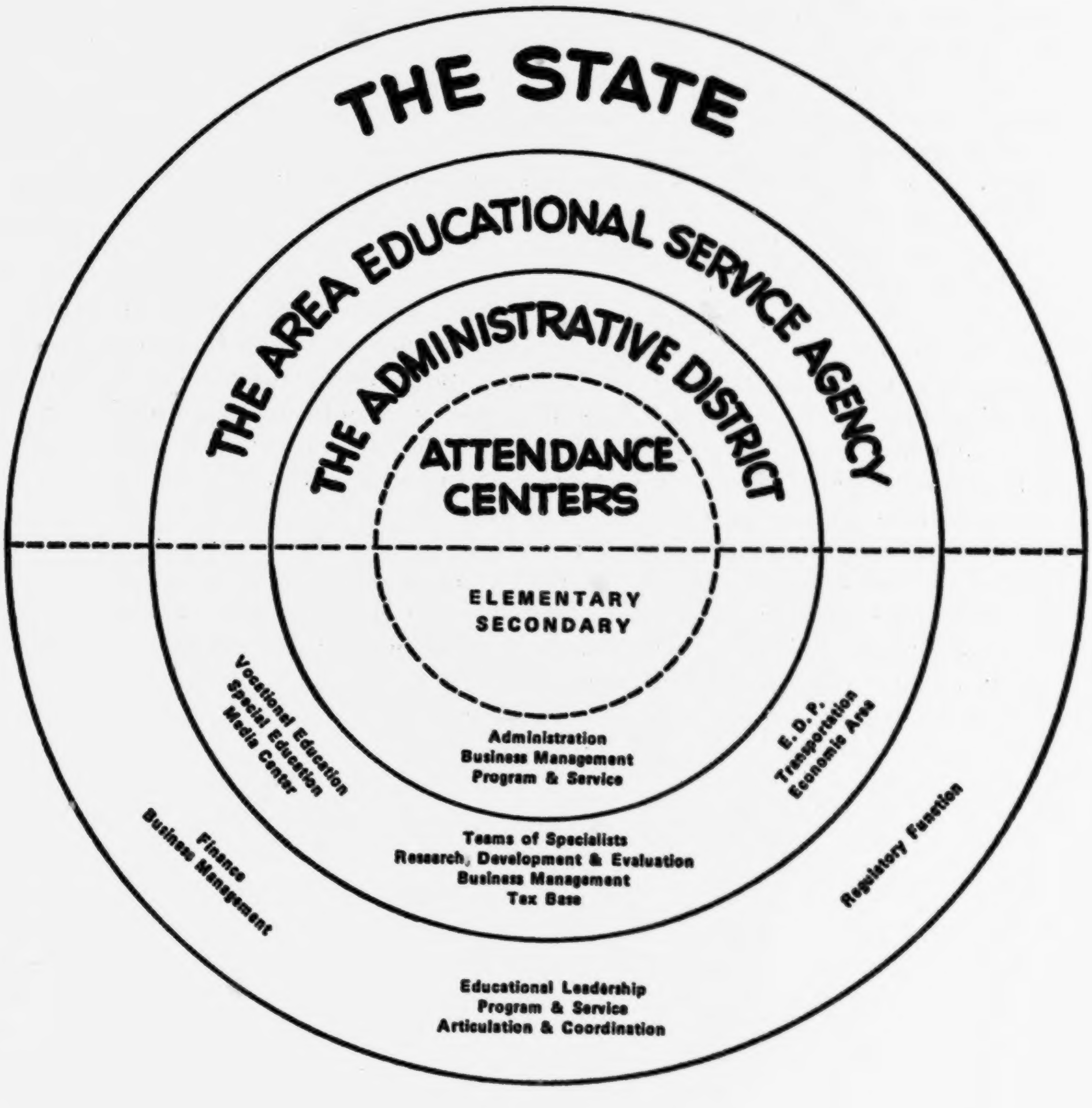
A simple way of restating the above is to say *no one guideline shall predominate or be an absolute in and of itself*. It is the resultant matrix of all guidelines, or a pattern of relationships for and between all guidelines, that is basically essential and important. Therefore, no one factor, such as size, or distance, or time, or "number of units or credits", or financial base should be legislated or mandated per se as a condition for school district organization. It will be granted that any one or more of these factors such as size, or number of credits to be offered, may be utilized as steps leading toward a structure which will make possible more desirable educational opportunities for all youth and adults. But it must be remembered that any one factor, alone, constitutes only one thread being utilized in the designing of the total fabric for school district organization. Furthermore, each such piece of fabric within the state must be custom designed and tailormade for each and every community(ies). The best plan for school district organization is the one that establishes a pattern of relationships for and between all the guidelines so that the net result is superior to the direct application of any one guideline, and so that all are provided for at the most optimum level possible in relationship to each one of the others.

Summary Statement

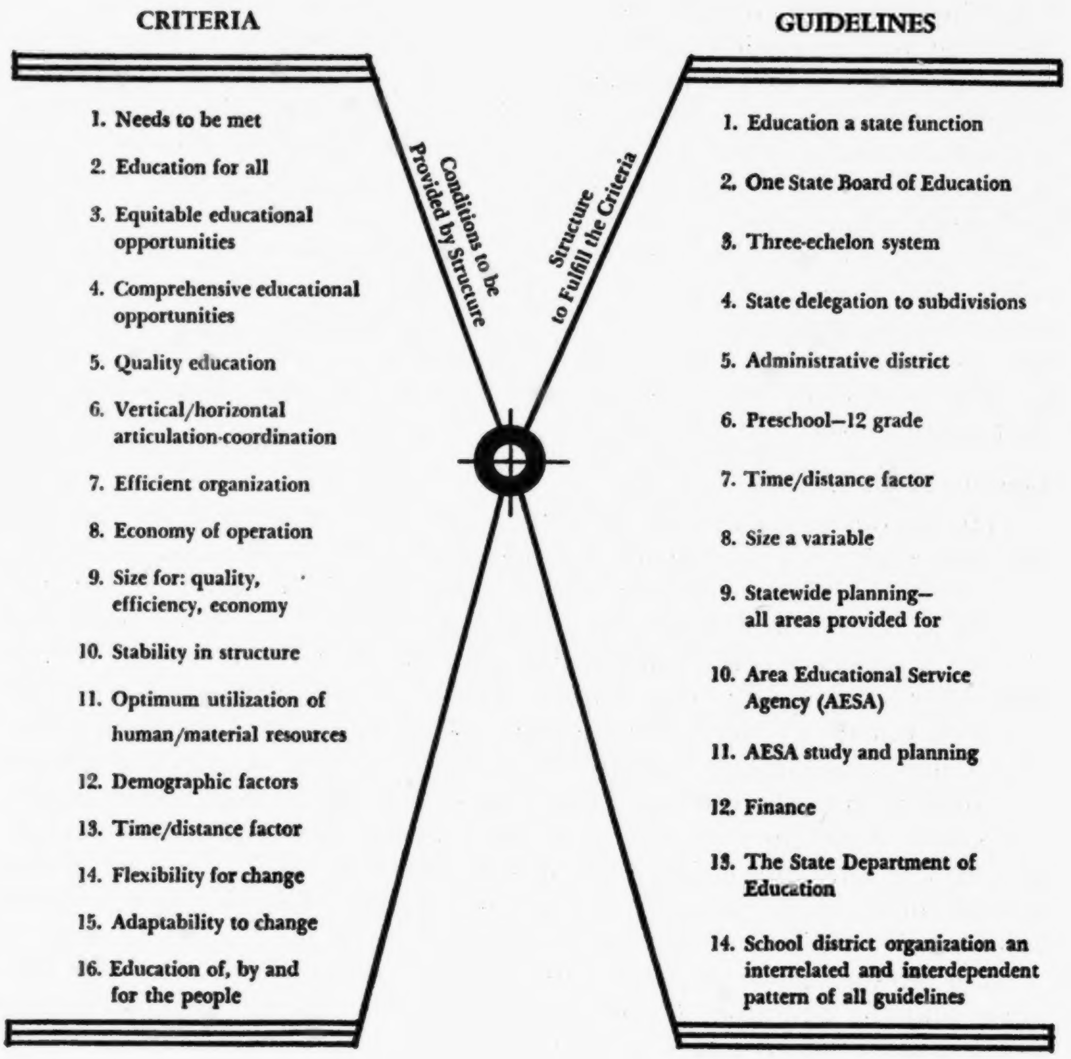
Sixteen criteria were identified as conditions to be provided by the structure for the achievement of the educational objectives. Fourteen guidelines were identified which must be provided by the structure to fulfill the conditions established by the criteria. The accompanying diagram was designed to indicate the interrelatedness of all the criteria and of all the guidelines for the valid and defensible structure for a state school system. No one criteria and no one guideline can or should be an absolute; rather, each one is interdependent and interrelated with the other so that the resultant pattern is a mosaic of quality to make possible comprehensive educational opportunities for all youth and adults wherever they may live in the state. The ultimate strength is to be found in this interrelatedness and not in any one criteria or in any one guideline. Such must be the pattern for school district organization within a state school system for today and for the foreseeable future.

Just as the sixteen criteria and the fourteen guidelines are inextricably interwoven in a unified plan for school district organization, so is the resultant educational structure interrelated and interdependent. The accompanying diagram, *Concept of a State School System*, indicates graphically this interdependence and interrelationship, with the elementary and secondary attendance centers at the core of the structure, and surrounded in supporting positions by the administrative district, the area educational service agency and the state. Each has its respective function to perform as a part of the total educational effort in the providing of comprehensive educational opportunities for all youth and adults, wherever they may live in the state, and for the providing of them at a high level of quality with efficiency of organization and economy in operation. Herein lies the strength of the proposed structure for a state school system.

CONCEPT OF A STATE SCHOOL SYSTEM


THE STATE
THE AREA EDUCATIONAL SERVICE AGENCY
THE ADMINISTRATIVE DISTRICT
ATTENDANCE CENTERS
ELEMENTARY
SECONDARY
Administration
Business Management
Program & Service
Vocational Education
Special Education
Media Center
E. D. P.
Transportation
Economic Area
Teams of Specialists
Research, Development & Evaluation
Business Management
Tax Base
Finance
Business Management
Regulatory Function
Educational Leadership
Program & Service
Articulation & Coordination

CRITERIA AND GUIDELINES
SCHOOL DISTRICT ORGANIZATION



CRITERIA

1. Needs to be met
2. Education for all
3. Equitable educational opportunities
4. Comprehensive educational opportunities
5. Quality education
6. Vertical/horizontal articulation-coordination
7. Efficient organization
8. Economy of operation
9. Size for: quality, efficiency, economy
10. Stability in structure
11. Optimum utilization of human/material resources
12. Demographic factors
13. Time/distance factor
14. Flexibility for change
15. Adaptability to change
16. Education of, by and for the people

GUIDELINES

1. Education a state function
2. One State Board of Education
3. Three-echelon system
4. State delegation to subdivisions
5. Administrative district
6. Preschool—12 grade
7. Time/distance factor
8. Size a variable
9. Statewide planning—all areas provided for
10. Area Educational Service Agency (AESA)
11. AESA study and planning
12. Finance
13. The State Department of Education
14. School district organization an interrelated and interdependent pattern of all guidelines

CHAPTER 11

FROM GUIDELINES TO PRACTICE

The transition from guidelines for school district organization as presented in the preceding chapter to implementation of them throughout the state is a step of the utmost importance. It is a step which must be taken if the youth and adults are to have the educational opportunities essential for living in today's complex world. The acquistion of salable skills for employment and economic security in a rapidly changing and developing world of work necessitatesgreatly exanded educational programs. Guidelines for the establishment of a state public school system to make possible the compre- of work necessitates greatly expanded educational programs. Guidelines for the establishment of a state public school system to make possible the comprehensive educational programs for all youth and adults have been presented, together with the validating evidence in support of the recommendations. This chapter will suggest a plan for the implementation of the guidelines into an operational system within a state. Implementation, however, must proceed with an appreciative understanding of past experience, and a knowledge of those factors which necessitate action concerning school district organization.

Lessons From History

The lessons to be learned from the experience of many states indicate that the highway to adequacy for school district organization is an extremely difficult one to travel. It was indicated in Chapter 4 that the growth in the number of districts through the latter part of the preceding century was phenomenal, and that the reduction in the number of districts since 1900 has generally been gradual. The people wanted schools for their children, but they wanted them as a part of an administrative district over which they were able to exercise direct control. As educational programs expanded to meet the needs of a changing society and prepare young people for employability in a rapidly changing business and industrial economy, as adequate and appropriate programs became more expensive, and as the number of children increased, the quality, breadth, and cost factors made consolidation and unification necessary.

The process has been a long and tedious one for the parent, the taxpayer and the educator. Throughout the present century and continuing today, multitudinous forces are at work which tend to limit and to retard the movement to organize school districts that are adequate, efficient, and economical. A few of these forces may be briefly listed as follows:

Lack of Understanding

Probably the major hindrance to adequate school district organization for these times is lack of understanding on the part of the citizens and by the profession itself. Most people want good schools for their children. They want them to have opportunities which will develop their minds and trtain their hands. They want them to become wortthy citizens, homemakers and productive wrokers in the economic community. They have accepted the automobile and the television a smodern means of transportation and communication because they want these conveniences (necessities) as a part of their everyday life. They will want new and better school district organization if they know and understand *what* is needed and *why* it is needed. Understanding on the part of the people is the number one problem to be resolved in seeking and attaining that form of school district organization essential for satisfying today's educational needs.

Failure of Professional Leadership

Generally, the profession of educational administration has not identified its position or its role at the professional level concerning school district organization. Too often the "right" district has been the district in which the administrator is currently employed. Lack of professional leadership and the contradictive positions of that leadership contribute to confusion, misunderstanding, and mistrust among citizens, and mistrust on the part of business, professional and governmental leaders and, last but not least, members of the state legislature.

Fear

Fear underlies many of the problems relating to school district organization. There is a fear of losing local control, fear of increased costs, fear of increased taxation, fear of losing community identity, and many others. Fear can be alleviated only by knowledge and understanding.

Traditionalism, Localism, Prejudice

All of us tend to find security in that which we have experienced successfully in the past. "If it was good for my parents, it is good enough for me and my children." There exists a sense of security in the traditional, the so called "tried and true," and we become prejudiced in favor of the localism of the past and of the present. The path of least resistance is the *status quo* in school district organization.

Pride

We, the people, have a great deal of pride in our homes, in our communities, and in our schools. School pride is cultivated, and "our school is the best," regardless of how strong or how weak it may be. This pride is cultivated by parents, pupils, teachers and administrators. It is a part of our way of life. Oftentimes this pride, good as it is, tends to serve as a blinder to the realities of the changing times. Then may come the day when it is too late to be corrected, or after the problems have become so acute that emergency action must be taken.

Workable Legislation

Much could be accomplished for school disrict organization if existing legislation was workable, or if there existed a delegation of responsibility commensurate the intent of existing laws.

Policies of State Boards of Education

Many state boards of education possess the authority and the responsibility for effective and adequate school district organization, but have failed to adopt or to enforce adopted policies that are in accord with accepted standards for adequate and economical school district organization.

Lack of a Differentiation Between School Attendance Centers and an Administrative District

Except in larger cities it has been common practice to have an attendance center established as an administrative district. The differentiation began with two or more elementary and one high school attendance centers forming one administrative district. Multiple high school attendance centers have been common in city school districts. Tradition, localism and sparsity of population have contributed to the continuation of the practice of one attendance center—one administrative district.

Resistance to Reorganizing the Reorganized

During the past fifty years, several states have found it necessary to raise minimum standards for a high school, or for an administrative district. In some instances, such increases have been made two or more times within one generation. As a result, many school districts which organized on the basis of minimum standards were faced with another reorganization because of the increase in minimum standards. Although opposition has arisen to the necessity for undergoing the rigors of organization and one or more reorganizations within a relatively short period of time, it is probable that this process will continue as long as minimum standards are accepted as optimum organization practice by the state agency and by the citizens.

Certain Tax Advantages

In some instances, major resistance is encountered because of some real estate owners having a favored tax position as a result of a small school district that does not operate any school, or which does not operate a high school. Pupils are sent to neighboring districts on a contract basis, thereby gaining a certain tax advantage over the taxpayer in the receiving district who pays the bill for capital improvements.

The Issue of Transportation

Some parents resist school district organization because they would need to transport their children from a nearby very small attendance center to a unified or consolidated neighboring attendance center. The more common objections raised include distance, time, and cost factors.

The Politics of Vote Getting vs. Educational Statesmanship

Unhappily, some legislators are more concerned with the problem of being reelected to the legislature than they are with the desirable and essential structural organization needed to provide educational programs and services equitably for all children in the state at an essential level of quality, with efficiency of organization and economy of operation. Of course, reelection is essential; and, it becomes imperative to find that happy median which returns the representative or senator to the legislature and at the same time makes it possible for him to fulfill his responsibility as a statesman on educational issues.

Factors Necessitating School District Organization

The major reduction in the number of school districts in the United States from over 100,000 to approximately 23,000 within less than a half century points to the fact that the problem of school district organization is one of major proportions. Certainly, a great number of forces have been brought to bear upon the educational structure to bring about an elimination of more than three out of every four districts within this short period of time. Furthermore it is a continuing process in nearly half of the states today. Among the many factors which have contributed to this movement, the following are suggested as being significantly relevant:

1. The scientific and technological revolution has necessitated new programs and new services by the public schools to meet the emerging needs of local, state and national governments, our culture and our society, the individual, and business and industry.
2. The increasingly complex, diversified and expanding needs of our way of life require more knowledge and understandings, more highly developed skills, and a higher level of understanding of one another in order to live and work in peace and harmony.
3. The dimensions of change in our socioeconomic environment demand adjustments in the educational program commensurate with that change.
4. As educational leaders seek more and more money for educational purposes, legislators are increasingly demanding excellence in programs, with increased efficiency and economy of operation.
5. Business and industry now require high-cost vocational training programs for new entrants into the labor force, and the non-college bound pupils need to possess salable skills upon graduation from high school.
6. Legislators and the general public have come to believe that a better return could and should be secured for the state tax dollar expended for public education.
7. Costs have spiraled for all governmental services, including education.
8. The increasing disparity of wealth and the inequities of educational opportunities as a result of these disparities have compounded the problems of school finance.

9. There is an increasing demand for a larger portion of the school dollar to be assumed by the state.
10. The need has become apparent for an educational system with comprehensive training programs and services which will increasingly attract business and industry in the state.
11. The need for vocational and technical training programs at the high school and post high school levels is rapidly expanding.
12. Costs for specialized areas of education (vocational education, special education, educational services) are esculating.
13. There exists a major competitive struggle for the taxpayers' dollar (local government, state government, federal government).
14. Increasing costs are resulting from a liberalization of policies pertaining to children attending private and parochial schools.
15. The impact of federal programs in education from preschool to adult levels has emphasized the need for new developments in the curriculum, an expanded curriculum, better facilities and equipment, and a better trained professional and service staff.

Seven Steps For Implementation

The several factors creating resistance to adequate school district organization are in the process of being reduced in effectiveness, or being eliminated entirely, by those forces which have promoted and necessitated major action concerning school district organization throughout the United States. It is all of these factors, both for resistance and for aggressive action, that provide an insight into the many facets essential for effective implemenation of the guidelines proposed in the preceding chapter. Each one has contributed to the defining and interpretation of seven steps for the implementation of the guidelines. They are herewith presented for the further study, analysis and adaptation to the process of decision-making within each one of the four Great Plains States.

STEP ONE: *Dissemination of the findings and recommendations concerning school district organization for understanding and decision-making.*

The American way of life is founded upon and is dependent upon the beliefs and values held by the people. Knowledge, understanding, and the weighing of this knowledge and understanding within the beliefs and values held by the people must precede direction determination on any important question. Therefore, the first imperative step is the dissemination of the findings and recommendations concerning school district organization to form a basis for understanding the problem and the alternative choices, and for decision-making consistent with the prevailing beliefs and values of the people.

The Great Plains Project has assembled an extensive amount of data that merits dissemination to provide the information for a statewide action program for desirable school district organization. Information concerning the following topics should be generally disseminated to the people of the state:

- —Demographic factors as related to school district organization.
- —Educational needs to be met.
- —Programs and services to meet the identified needs.
- —The meaning and significance of quality, efficiency and economy in education.
- —Essentials in organization to provide adequate educational programs of high quality, with efficiency of organization and economy of operation.

Information on the above topics should be disseminated and interpreted to all citizens of the state. Among others this would include:

- —Any interested group or organization of the people in the state.
- —Professional personnel, including teachers, administrators, and university staff members.
- —Public and private research bureaus and study groups interested in or concerned with educational and/or governmental organization.
- —The personnel in the State Departments of Education.
- —Personnel in the Governor's Office, in the Governor's Planning Bureau or Commission, and/or Legislative Research and Service Office.
- —Interested business and industrial personnel and state organizations.
- —Members of the Legislature.

STEP TWO: *Plan for establishment of economic areas of the state in cooperation with the Governor's and/or Legislative Research and Planning Commission.*

Major consideration is already being given to the identification and/or establishment of from six to twenty or more economic areas in each of the four Great Plains States. Since one of the guidelines for school district organization identified the Area Educational Service Agencies with the economic areas of the state, educational designers should be members of any planning group concerned with economic area identification and determination for multi-governmental service purposes and for related business and industrial purposes. Among others this would include cooperative planning and development for educational purposes with:

- —The Governor's Planning Office.
- —The Legislative Research and Service Office.
- —College and university leadership concerned with identifying economic areas.
- —Business and industry.
- —Others who may be interested in and concerned with the identification and/or establishment of economic areas within the state.

STEP THREE: *Providing for an analysis and validation of the criteria and guidelines for school district organization.*

The proposals contained in the report for the Great Plains School District Organization Project might be looked upon as "The Voice of the Profession" concerning school district organization. However, the recommendations of the professional educator must now stand the test of analysis, scrutiny, and validation by the people for whom they were designed to serve. It has been noted that progress has been made in many states when a Committee or Commission has been appointed by the Governor or by the legislature to submit proposals and recommendations which it deems to be desirable and advisable. If the recommendations of the educators have merit, then the recommendations by the Commission will be consistent with those proposed by the educational leadership. The findings and recommendations of the Great Plains Project should be submitted for critical study and validation by a Committee or Commission appointed by the Governor, or as may be appropriate within each of the respective states. In South Dakota, for example, this might be the Educational Policies and Goals Commission recently appointed by the Governor.

However, study and analysis of the findings and recommendations of the Great Plains Project should be made by many other groups and organizations, including:

—The State Department of Education.
—Professional educational organizations and associations.
—Educationally related organizations and associations, such as the State School Boards Association, the PTA, and others.
—Business and industry.
—Interested state organizations and associations.

STEP FOUR: *Consolidation and coordination of proposals received (Step Three), with recommendations for action by The State Board of Education.*

Someone must accept the responsibility for consolidating and coordinating the reports and recommendations prepared by the various groups and organizations as proposed in Step Three. It is suggested that the State Superintendent of Schools, as the educational leader of the state, assume this responsibility. When reports from all interested groups and organizations have been received, the State Superintendent should prepare an analysis and interpretation of the reports, and submit a recommendation for the adoption of an appropriate action program by the State Board of Education.

STEP FIVE: *Recommendations for school district organization should be presented to the Governor of the State, and to the members of the State Legislature.*

All proposals for school district organization, as received from interested organizations and associations, should be presented to the Governor of the State, to the appropriate legislative committees on education, and to all members of the State Legislature. The following should be included in the report:

—The coordinated recommendations, as adopted by the State Board of Education.
—The recommendations, as proposed by the Governor's and/or Legislative Commission on Educational Planning and Development.
—The findings and recommendations developed by the Great Plains School District Organization Project.
—All others as may have been received by the State Superintendent of Education.

STEP SIX: *Study, analysis, and evaluation by the Governor of the State, with recommendations for appropriate action by the State Legislature.*

The Governor is the official head of the state. With responsibility for the best interests of all of the citizens, he has a major concern for the educational opportunities of all of the people, for providing such opportunities at as high a level of adequacy as possible, and for securing optimum returns for the invested federal, state, and local tax dollar. The various recommendations and reports should provide him with sufficient information for decision-making concerning an optimum educational structure in the state. Appropriate action should be recommended by the Governor for decision-making by the State Legislature.

STEP SEVEN: *Legislative action to establish an adequate, efficient and economical state school system.*

The Constitution of each of the four Great Plains States designates education as a function of the state. The legislature has been delegated the responsibility for the implementation of this function. Its members must have a concern for providing equitable educational opportunity for all children, wherever they may live in the state and whatever their socio-economic status might be. They must have an equal concern for the adequacy of these educational opportunities to meet the needs of the state and nation, and for providing these opportunities at an efficient level of organization with optimum economy and consistent with adequacy and quality.

All members of the Legislature should be informed concerning the recommendations contained in:
—The Governor's proposal.
—The plan as proposed by the State Board of Education.
—The report of the Governor's and/or Legislative Commission.
—Other reports as may have been submitted by interested and concerned organizations and associations.
—The Guidelines and supporting evidence as developed by the Great Plains School District Organization Project.

The pattern for decision-making will vary among the several states. The plan of action must be consistent with existing policies and procedures for the enactment of appropriate statutes. It is within this framework that the suggestions for legislative action listed below would need to be adapted. They are proposed as a possible direction to be taken for the translation of guidelines for school district organization into a state school system consistent with present and emerging educational needs of the people of the state, and for efficiency of organization and economy of operation. These suggestions are as follows:

1. Enactment of legislation translating the guidelines into adopted policy for school district organization throughout the state.
2. Enactment of legislation for the implementation of the adopted policies for school district organization. This might follow one of four courses of action, at the discretion of the legislature:
   a. Delegation of responsibility, with commensurate authority, to the officially established state agency for education, the State Board of Education.
   b. Creation of a Commission with delegated responsibility to develop the plan for school district organization consistent with the adopted guidelines.
   c. Creation of a Commission which, in close cooperation with the State Board of Education, shall develop the plan for:
      —implementation by the State Board of Education, or for
      —legislative action to translate the recommendations into a state school system of school district organization.
   d. Enactment of appropriate legislation to implement the adopted policies, with the delegation to the State Board of Education the responsibility, with appropriate authority, for the implementation of the enacted legislation.
3. It is suggested that the enactment of legislation proposed under item 2, above, include the following:
   a. Direct the State Board of Education (or Commission) to:
      —Initiate a one-year study for the translation of the guidelines into a state school system of local administrative districts and area educational service agencies.
      —Meet with the leadership and the people in the various school districts of the state for local participation in planning and developing the proposed school district organization.
      —Finalize plans for school district organization with the local leadership to the extent that the plan is consistent with the adopted guidelines.
   b. Direct the State Board of Education (or Commission) to approve and to create school districts as developed in the first year of study and as approved, or as amended and approved, by the people of the area, provided the adopted guidelines have been satisfactorily fulfilled.
   c. Direct the State Board of Education (or Commission) to establish districts in conformity with the adopted guidelines in those areas of the state for which recommendations have not been received from the

local leadership, or in which the recommendations from the local leadership is not in conformity with the adopted guidelines, or in which agreement could not be reached at the local level.

d. Direct the State Board of Education (or Commission) to establish the role, function and relationships of local administrative districts and of the area educational service agencies.

e. Provide for the state school system of school district organization to become effective:
   - —with the approval of the recommendations received from the local administrative districts;
   - —no later than three years from the next fiscal year following the effective date of the authorizing legislation. (This period of time allocates one year for the planning and development of the school district organization plan, including proposed boundary lines; one year for meeting and working with the people in the various districts of the state; and, one year to finalize the statewide school district organization system and to plan for the smooth and effective transition from the existing structure to the new system based upon the adopted guidelines.)

4. Provide financial support for the above study and implementation of the new system of school district organization.
5. Provide financial support for the rendering of continuing and expanded services by the officially established state agency for education, the State Department of Education, to the newly organized school districts and agencies.

Furthermore, it is suggested that provision be made for securing highly qualified personnel to provide the leadership during the three-year implementation of the legislative statutes for school district organization based upon the adopted guidelines. Such personnel must be qualified to work effectively and constructively in providing liaison leadership for and between the legislature, the Governor's Office, the State Board of Education, the State Department of Education, the professional leadership in the field, and the citizens of the state. This service would be most crucial for the effective implementation of the newly enacted legislation, for the transition from the present to the new state school system, and in the establishment of the pattern of functional working relationships which should characterize the intergovernmental planning and development programs for education. In fact, the success of the enacted legislation results, in large part, upon the effectiveness, the quality and the strength of such leadership during this most critical period of change, adjustment and initial operation of the new state system of school district organization.

Summary Statement

The lessons from the pages of history indicate that the American people must understand and be convinced of the validity for any proposed change in the structure or organization affecting their way of life. Such a procedure is basic to the effective operation of the principles of American democracy, a heritage that must be preserved and defended. The people have a right to know why changes are proposed and understand the supporting arguments in defense of the change. When decision-making can be based upon a full and appreciative understanding of all the factors to be given consideration, then the decision will be a defensible and just decision, and generally in the best interests of all of the people.

The development of a state school system is a concern of all of the people. It is their right and privilege to be informed about and fully acquainted with the various alternative choices to be made, and concerning the recommendations and supporting evidence as developed and presented by those who work as leaders in the field of education. The dissemination and interpretation of relevant information, then, becomes the first and most significant of the seven steps to be taken in the translation of the proposed guidelines for school district organization into a state school system. These seven steps are:

1. Dissemination of information concerning school district organization.
2. Identification of the economic areas of the state preliminary to the establishment of area educational service agencies coterminous with such economic areas.
3. Providing for an analysis and validation of the criteria and guidelines for school district organization.
4. Adoption of a plan for school district organization by the State Board of Education.
5. Presentation of the recommendations to the Governor of the state, and to the members of the state legislature.
6. Recommendations by the Governor for appropriate legislative action.
7. Legislative action to establish an adequate, efficient and economical state school system within a three-year period of time.

CHAPTER 12

SCHOOL DISTRICT ORGANIZATION–A CONTINUING PROCESS

The development of an adequate and appropriate system of school district organization has been a continuous process since the establishment of the first school in the United States. It is not probable that the process will come to an end with the implementation of the guidelines proposed by the Great Plains School District Organization Project. In fact, it should be anticipated that as long as scientific and technological developments continue to mold and to remold the American way of life, so will the demands made upon the public schools necessitate continuing changes in structure to meet the changing needs of youth and adults.

One of the major challenges to educational statesmanship and to the citizens of the country is to structure the educational organization so that it can adequately, efficiently and economically provide the instructional programs and services at the time and place they are needed. Only by so doing can the states and the nation bridge the fifty-year lag between need and corresponding structure to fulfill that need. An example of this lag is dramatically illustrated in the current planning and development of organizational patterns to provide greatly needed comprehensive vocational-education programs, a need which became evident and desirable more than fifty years ago with the acceleration of the Industrial Revolution.

Although the guidelines for school district organization as proposed in this Report are designed to meet the identified educational needs of our times, they may fall short of being adequate or appropriate for the needs of children yet to be born. However, it is accepted by the Project Staff that the formulation and establishment of the most defensible and appropriate state school system, in terms of the programs and services to meet today's educational needs, is the best foundation that can be provided for the emergence of new and challenging programs, services, educational technologies, methodoligies and related facets of the educational effort. Certainly new educational programs and services will become necessary with the expansion and development of new scientific discoveries and technological improvements. The best foundation for the future is the most appropriate plan for the organization of school districts that can be provided to meet today's educational needs today.

School systems have never before been able to turn to as rich a set of resources for strengthening their programs. Citizens are realizing more and more that *"the chips are down,"* that the preservation of our way of life is dependent upon realistic solutions to vexing problems in our social, economic and political spheres. Adults are becoming more aware that the solution of life's problems requires the intelligent participation of all citizens and that this in turn demands good schools in which children in a developmental way can become increasingly self-directed in their learning. Never before have professors from the various scholarly disciplines in the universities been as concerned and as ready to work with educators. Technological discoveries and advances are stupendous in their potential for strengthening education. The possibilities of the necessary money to finance an adequate education are most encouraging, with three levels of support now available—local, state, and federal. There is a growing recognition that institutions should work together to strengthen education. Most public and private schools, universities, business and industry (not only through their technological contributions, but also often because of their imaginative educational programs), R & D centers, regional educational laboratories, and strengthened state education departments seem ready, willing, and even eager to join forces to the end that all American children are provided with their birthright—an education which will prepare them for democratic living in a dynamic world order.

No one posesses a crystal-ball vision concerning tomorrow's educational programs and services. However, there are some "straws in the wind" which may be suggestive of some expectations for the future. Some of these will undoubtedly become realities in most of the schools of the nation; others will perish in the struggle for acceptance and implementation. At this time it appears that the one most certain factor is the probability of change itself, and the resulting necessity for administrators, teachers, legislators, parents, and citizens to find a sense of personal and public security within the process of change. America's devotion to science and technology necessitates a complimentary attention to the resulting process of change—change in our way of living, in our work, in our recreation, in the educational programs and services, and in the educational structure to facilitate these needed programs and services.

Prophets of Progress

The development of educational media has been phenomenal during the past quarter of a century. Instructional and business management hardware has increased at a most remarkable rate. Evidence of such expansion is seen in the exhibit hall at national conventions such as the annual meeting sponsored by the American Association of School Administrators at Atlantic City. The mammoth convention hall is no longer capable of providing all the booth space required by the exhibitors for the display of their products, and it has been necessary to secure extensive floor space in several of the Boardwalk hotels. The proponents of each of the many products extoll quite convincingly the virtues and educational significance of their educational gadgets or media. But, do all of these products really indicate progress? For some, an affirmative response is undoubtedly accurate; for others, it is exceedingly doubtful. But the proponents of each technological development claim to be prophets of progress.

Few claims are more fantastic than those made for electronic data processing (EDP). Within the quarter of a century following the invention of the first computer (1944), there have been over 30,000 computer systems installed in the United States and over 10,000 international installations. It is estimated that there may be 100,000 in the United States by 1975. If the claims of those working with EDP are even partially fulfilled, this one technological development may well revolutionize the entire educational process. A recent review of EDP literature reveals the following almost unbelievable claims of the proponents:

—Electronic Data Processing may have more influence on the world than the inventions of the wheel, the printing press, or the Industrial Revolution.
—The computer will have greater impact upon education than the textbook.
—Computers will not only be shaping what goes on in the classroom but also planning the building where learning takes place.
—The computer automatically selects questions which point up the student's weaknesses and prescribes study materials to strengthen these shortcomings.
—In the future, computer terminals will be as common as TV sets today.
—The high school that ignores the impact of computers is obsolete.

The impact of EDP upon education and upon school district organization cannot be fully or even partially assessed at this time. However, it is very probable that the results of research, scientific discoveries, and technological developments within the years immediately ahead will make possible an educational renaissance unparalleled in the history of the world. To meet the needs of such an emerging dynamic era, certainly school district organization will have to be reassessed and redirected as may be essential.

Factors Contributing to Change

Change has been one primary ingredient of the American way of life. The motivation to invent and to discover has been unusually dominant among the people of this land, and it is probable that it will continue to be so for many years to come. Giving impetus to this motivation are the characteristics to be found among the people and in this land which contribute to change. Although the number of such furthering and promoting characteristics are virtually unending, the following appear to have particular significance at this time:

1. The aggressive and creative nature of the people.
2. The affluence of the American society.
3. The acceptance and utilization of the products of science and technology by the people.
4. The tremendous amounts of money which are being poured into research will continue to bring about great numbers of scientific discoveries and technological developments.
5. The changing structure of community organizational patterns.
6. The development of new and significant economic areas within each state.

7. The mobility of the people.
8. The transition from a rural to a primarily urban population.
9. The declining population in sparsely populated areas and in most communities under 2,500, an apparent stability of most communities of 2,500, a general growth of communities over 2,500, and rapid growth in cities of 25,000 or more.
10. The migratory patterns of both whites and non-whites.
11. The changing birth rates.
12. The outdating of conventional forms of public and private services, and of public and private organization patterns.
13. The automation of agriculture, business, industry, and of nearly all facets affecting the public and private sector, including home life, recreation, organizations, education, and many others.
14. Problems created as a result of the process of change, such as urban unrest (inadequate housing, unemployment, poverty, crime, lack of opportunity to exercise the rights and privileges of citizenship, de facto segregation); training and retraining of the labor force; the presence of social and economically deprived areas and peoples; and many others, all of which will affect the process of change.

Education is a governmental service of, by, and for the people. It is both a product of and a contributor to the process of change within the American way of life. The structural organization (school district organization) must adapt to and change with the evolving and emerging needs and demands of the people it serves.

The Changing Time/Distance Factor

As indicated in Chapter Five, the one-hour travel time has remained as a fixed unit for most patterns of community, social, economic, business, educational, and recreational structures and organizations. The one factor that has consistently changed has been that of distance. In the early eighteenth century it was three to four miles. This "walking distance" of our founding fathers has expanded to 50 miles or more with the modern automobile and improved highways.

The educational structure was patterned to conform with this changing time/distance factor. As highways improved and as the means of transportation improved on the highways, so did the educational structure change to greater and greater distances for both attendance centers and for administrative districts. At this time only the railroads and the airplane have failed to exert a significant influence upon the educational structure. However, occasionally one hears the proposal to transport children living in remote areas via helicopter.

What does the future hold? Only science, technology, and time can bring the answer. It is probably, however, that as highways and/or modes of travel change with scientific and technological developments in the future, the school district organizational patterns will undergo changes consistent with emerging travel patterns.

Emerging Educational Concepts and Developments

The present era is the most exciting and challenging age in the history of education. More potentially significant innovations are on the educational horizon than ever before. This does not mean that all of them will materialize into accepted and approved educational programs and/or services. It does mean that never in the history of American education have so many of our established beliefs, values, and practices been challenged by so many new concepts, new ideas, and new insights into the learning process as they are today.

It is possible to identify only a few of those which are currently appearing in the educational literature. However, the following list is suggestive of what the future may hold for improved educational programs and opportunities for a few children today, and perhaps for many children yet to be born. Some will undoubtedly be widely accepted and implemented, only time will provide the appropriate identification.

- The non-graded elementary school.
- The non-graded high school.
- Flexible scheduling.
- Emphasis away from subject matter *per se* to ideas; utilization of knowledge and information for problem solving, etc.
- Implementation of research findings concerning the learning process in the classroom and in related educational activities.
- The development of teams of specialists coordinating their services for improved learning activities and programs.
- Reduction and even elimination of the segmentation of knowledge in the historically organized subject matter fields.
- Changing curriculum with changing needs.
- Instructional materials center.
- The impact of technological developments in the educational field.
- Individualized instruction.
- Large numbers and varieties of technological aids.
- Computer enhanced instruction control.
- Utilization of sophisticated information retrieval systems.
- Full tutorial computer assisted instruction (CAI).
- Guidance counseling computerized support systems.
- Computer controlled T.V. education (ETV and ITV).
- Computer terminals in the home.
- The extension of preschool education below the kindergarten.
- The extension of public education through the 13th and 14th years.
- New organization patterns, such as 6-4-4; 5-5-4; 3-3-4-4; and others.

Remarkable progress has been made in recent years for adapting instruction more appropriately to the widely differing needs of each pupil. Continued development and refinement of technology and of knowledge about how children learn is greatly increasing the potential for and the significance of individualized programming and instructional techniques. The results of experimental programs indicate that children learn more, learn faster, and that they are more highly motivated when utilizing technological equipment, and when given the opportunity for individualized learning opportunities. The impact of such developments for general implementation will have to be tested and studied with much care before their significance for educational structure can be assessed. There may be most significant implications for sparsely populated areas as well as for centers of high population density.

Recent research findings related to the learning processes may dramatically influence educational content, educational media, technology, methodology, and the organizational structure. It has already had a profound effect upon instructional techniques, upon the organization of curriculum materials, upon the conventional age-grade placement of learning experiences, and many other factors. The traditional questions of what to teach and how to teach are now evolving into newer questions centered around the total learning environment. Recently, it has become respectable to discuss alternative means of organizing schools and classrooms. Many schools are moving toward organizing a total school learning environment in which children have access to a wide range of educational resources in an individual and independent manner when appropriate. Often children are in small groups where even the timid pupil finds it possible to raise questions and to express his own ideas. When feasible, large numbers of children, either through closed circuit television or through assembling together, can profit from a presentation by a teacher or guest lecturer, from a motion picture, or a video tape recording. Teaching staffs are learning more and more about how to state objectives in terms of behavioral goals. The language used is specific enough to suggest the kinds of experiences necessary to achieve the goals and means of developing evaluation instruments to assess the extent to which the goals have been achieved. Many accepted constants are giving way to new insights and understanding as to how children acquire knowledge, ideas, mental and physical skills, and a sense of values within their total learning environment.

The conceptual approach to learning (the idea-centered curriculum) has not infiltrated the average classroom very extensively at the present time. However, those who work in this field believe that it has great promise for education. Representatives of the academic disciplines and educators seem to agree that the knowledge explosion has made it impossible for all the facts within any one subject matter field to be included within the curriculum. As a result, the purpose of education has moved from a primary emphasis upon the acquisition of knowledge to a more scientific approach emphasizing knowledge utilization based upon ideas, concepts, thought processes, rationale and the processes related to problem solving. It is held that the major ideas of a content field, if acquired by the pupils, will enable them to cope intelligently with life's problems, and that such should be the core of the academic curriculum. The idea-centered curriculum requires a radically different kind of content, structure, methodology, instructional materials, learning activities, and learning environment than is to be found in most classrooms today. The learner must be active; he must seek out the answers. He is no longer a passive recipient of knowledge provided by either the textbook or the teacher. Within this process the teacher becomes an analyzer, interpreter, facilitator, coordinator and a learning diagnostician.

With developments such as those described above, a clearer notion of the possibilities and the potential of school organization is emerging. No longer do we need to think of a teacher and 25 pupils as the ideal teaching-learning classroom unit. Not only can and should children learn individually at times, and at other times in various sized groups, but also teachers can and should work together in various combinations appropriate to the particular learning needs of children. Specialists have even more important roles to serve than ever before, but these roles must be clarified in terms of their contributions to the learning of children. Too often in the past, fragmentation and departmentalization have resulted in pupils having little if any opportunity to understand the relationship of their schooling to their own education. As with the Light Brigade (*"Theirs not to reason why, theirs but to do and die"*) they were to follow blindly the seemingly superficial standards imposed by adults. It did not do then; it will not do now.

These are only a few of the many emerging concepts and ideas which may revolutionize education and the learning process in the future. All must be subjected to the crucible of time wherein the validating, testing, analysis, and empirical judgment of trained and knowledgeable personnel bring the concept and the idea into full implementation throughout the schools of the nation. Only a few of them will pass such severe testing; but when the concept, the plan, the program, the service has proven its worth, then the structural organization must facilitate its immediate development throughout the state and nation. To repeat the fifty-year gap experienced by vocational education will endanger the future welfare of the children and of the nation.

A new concept, a new idea, a new technique originates in the mind of one person, or as a part of a planning and developing team. To the extent that the proposal is different in one or more ways from accepted practice, it is innovational. But the innovation must be supported by the judgment of experienced and knowledgeable people in the educational field before it can or will be accepted for implementation in other schools throughout the nation. When such acceptance and implementation have been made, then it is no longer innovational but has become a part of accepted educational practice.

Those who conceive innovational approaches to improving the learning process and the promoters of such approaches will seek acceptance and ultimate implementation of their efforts. However, each one will have to survive the test of time which permits study, analysis and evaluation by those who have responsibility for widespread implementation. Two dangers are inherent in this process. One is the shortness of time between concept and implementation, and the resulting "fadism" for those concepts which develop with rapidity and fade from the educational scene under the rigorous examination and testing of the practitioner. The second is the one or two generation gap between the development of a valid and defensible innovation and its general implementation throughout the schools of the nation. Both are to be avoided. The artistry of leadership is dependent, in part, on (1) willingness and courage to innovate; (2) thorough testing of concepts to avoid faddism; and (3) the timing of acceptance and implementation of worthy innovations to narrow appropriately the gap between the emergence of the concept and its general implementation in the schools of the nation.

Schools as currently organized have lacked the personnel and the leadership, except in a few selected school systems, to test validly and to implement new concepts and innovational programs. Furthermore, the district organization for the future must be prepared not only to cope with but also to contribute to innovational conceptualization and implementation. While the factor of size may be affected by emerging concepts, such concepts, remain to be time tested. Furthermore, while such concepts may alter internal organization, such as the ungraded school, it is still very probable that emerging educational innovations will not affect the number of pupils or the size factor. Also, technological instructional aids have been and will probably continue to be purely aids in teaching rather than replacements for the teacher.

At this point in time, with full appreciation for the emerging concepts from unprecedented educational research and development, it is believed that the best organizational structure that can be conceived for existing programs, services, methodologies and techniques is and will be the best foundation for the implementation of innovational concepts and practices in the near future. The structure, of course, must have the potential for adaptability to these concepts when general implementation is to be made.

The state system of school district organization cannot and should not be established upon unknown, untested, and projected needs for the long-range future. However, it should do two things. First, it should exercise the capacity for testing and exploring innovational concepts and ideas; and, second, it should have both the flexibility and the adaptability for change with the acceptance and resulting implementation of needs, programs, and services which are now in the process of being identified, or yet to be identified.

The best preparation for the future is the development of a state school system based upon known and accepted needs, and the providing of programs and services to meet these needs at a level of adequacy and quality, with efficiency of organization and economy of operation. The criteria and the guidelines for school district organization as proposed by the Great Plains School District Organization Project are designed to fulfill these purposes and objectives.

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APPENDIX 1

PURPOSES[1]

GREAT PLAINS SCHOOL DISTRICT ORGANIZATION PROJECT

1. To improve the State Departments of Education (Title V, and the primary basis for the entire grant)
2. To assist in resolving some of the major problems of State Departments of Education, including, but not limited to the following:
    a. Bringing about an increased awareness on the part of professional and lay groups of the need for adequate school district organization.
    b. Analyzing and clarifying the role of professional and lay organizations in school district organization.
    c. Developing guidelines to be used to implement programs.
        (1) for school district organization.
        (2) as a part of developed state plans.
    d. Providing comprehensive programs of quality education to meet the needs of all youth in all parts of the state.
    e. Clarifying the role, function, and need for intermediate districts.
    f. Planning for adequate and appropriate follow-up services to those districts which have been reorganized.
    g. Developing an awareness within each state of the relationships between tax structure and rates and school district organization.
    h. Providing data, information, understandings, and insights essential for the introduction and passage of adequate legislation for school district organization.
    i. Pooling the resources of the several states in making a joint attack on a common problem.

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[1] Adapted from "Attached Sheet No. I" *Application for Grant to Strengthen State Departments of Education Under the Elementary and Secondary Education Act of 1965,* Title V, Section 505, P.L. 89-10, Special Project Grant entitled "Brief description of major problems of State Departments of Education which this project has promise of solving or services it proposes to develop."

APPENDIX 2

SUGGESTED ACTIVITIES[1]

GREAT PLAINS SCHOOL DISTRICT ORGANIZATION PROJECT

1. Identification, analysis, and interpretation of available research pertaining to satisfactory administrative units and school centers.
2. Identification, analysis, and interpretation of developmental activities in the several states pertaining to a school district organization which will provide educational programs of quality or excellence to meet the needs of our time with efficiency and economy.
3. The dissemination of information (multi-media) on:
    a. Characteristics of an adequately organized district.
    b. Characteristics of an adequate comprehensive secondary school.
    c. Procedures for local study of reorganization problems.
    d. Guidelines for organization and administration of intermediate districts.
    e. Follow-up activities for school systems which have recently been organized.
4. The development of a systematic program to provide for the follow-up of newly organized school districts. Emphasis is to be placed on:
    a. Various media for communication and understanding of the problems and issues under study.
    b. An adequate plan for consultative services.
    c. Increased leadership activities in the several state education agencies.
5. The development of state and regional institutes and conferences for the purpose of (1) providing information and (2) facilitating adequate communication and exchange of views on ways and means to strengthen state education agency leadership in school district organization with an appropriate involvement of inter-departmental, legislative, professional, and lay personnel.
6. The strengthening of field service programs in State Departments of Education.
7. The rendering of assistance to local educational leaders in the development of exemplary intermediate districts.

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[1] Adapted from "Attached Sheet No. II" *Application for Grant to Strengthen State Departments of Education Under the Elementary and Secondary Education Act of 1965,* Title V, Section 505, P.L. 89-10, Special Project Grant entitled "Description of activities which are proposed to be undertaken and methods and arrangements for working toward project objectives set forth in Section A—item 11."